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United Nations

Report of the United Nations High Commissioner for Refugees

Covering the period 1 July 2013 – 30 June 2014

General Assembly

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Note

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I. Introduction

1. The past year was one of the most challenging in UNHCR's history. The number of people displaced by conflict and persecution reached more than 50 million[1] – the highest level since the Second World War and an increase of six million from the previous year.

2. In 2013, more than 2.5 million persons were forced to abandon their homes and seek protection outside the borders of their country, the highest number of new refugees recorded in one year since the Rwandan genocide in 1994. The war in the Syrian Arab Republic was the primary cause of these outflows. In the span of five years, this country moved from being one the world's largest refugee-hosting countries to one of the largest refugee-producing countries. In addition to those who fled across borders in 2013, 8.2 million people were displaced within their countries, another record high.

3. During the reporting period, the humanitarian community confronted four level-3 emergencies[2] – the Central African Republic, the Philippines, South Sudan and the Syrian Arab Republic. While responding to these emergencies, UNHCR continued to provide protection and assistance to those displaced by conflict in other parts of the world, including the Democratic Republic of the Congo, Iraq, Mali and Somalia. These simultaneous crises, both new and protracted, have placed enormous demands on UNHCR and its partners and heightened the burden on the host countries and communities.

4. When compared with the massive number of people forcibly displaced around the globe, solutions remain in short supply. Only 414,600 refugees were able to return home last year, the lowest level in a decade, and 98,400 were resettled. With global forced displacement becoming more widespread, protracted and complex, the humanitarian needs are growing from year to year, and it is increasingly difficult to find the capacity and resources to address them.

II. Operational overview

A. Regional highlights

5. The African continent continued to face large-scale displacement. In sub-Saharan Africa, the number of refugees reached 2.9 million at the end of 2013, 158,200 more than the year before. During the same period, the number of internally displaced persons (IDPs) grew from 10.4 million to 12.5 million, of which 7.7 million were protected and assisted by UNHCR. Refugees found protection in almost 50 countries on the continent. Nevertheless, there were cases of *refoulement* and areas where upholding international protection principles was severely challenged. Meanwhile, funding difficulties – compounded by security and logistical problems – forced cuts in food rations for refugees in Africa, threatening to worsen acute malnutrition and anaemia. Some 2.4 million refugees in 22 countries depend on food aid from the World Food Programme (WFP). A third of them saw reductions in their rations, with refugees in some countries facing cuts as high as 50-60 per cent.

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[1] This includes 16.7 million refugees (11.7 million under UNHCR's mandate and 5.0 million Palestinian refugees registered by the United Nations Relief and Works Agency), 33.3 million IDPs and close to 1.2 million asylum-seekers. More information is available in Table 1 below and in the *UNHCR Global Trends 2013*, available from: http://www.unhcr.org/globaltrends.

[2] Level-3 emergencies are defined by the Inter-Agency Standing Committee as major sudden onset humanitarian crises triggered by natural disasters or conflict which require system-wide mobilization.

6. The most critical displacement situations, triggered by extreme violence and rampant human rights abuses, were in the Central African Republic, the eastern Democratic Republic of the Congo and South Sudan. In the Central African Republic, the political crisis deteriorated into a total breakdown in law and order and brutal inter-communal and inter-religious violence. By the end of June 2014, 536,500 people were internally displaced and more than 378,000 people had sought refuge in neighbouring countries. The eruption of conflict in South Sudan uprooted nearly one million people internally and across borders. UNHCR increased its capacity to respond to these emergencies and, in the context of IDP situations, played a coordinating role within the inter-agency framework, leading clusters for protection, emergency shelter and non-food items, and camp coordination and camp management. While relative stability in parts of Mali and Somalia led to some spontaneous returns, the majority of those displaced by conflict in these countries continued to require international protection.

7. In the Americas, UNHCR's biggest operation remained the Colombia situation. Peace talks between the Government and the Revolutionary Armed Forces of Colombia continued to give hope to resolving five decades of conflict in the country. Despite this, some 5.4 million people remained internally displaced, including 115,000 uprooted by violence in 2013. Ongoing displacement was particularly acute along the border areas and up to 1,000 new arrivals were registered in Ecuador each month in 2013. In the broader region, international protection was buttressed by national legislative frameworks. Nevertheless, gaps remain in providing access to asylum, creating adequate reception conditions and ensuring protection safeguards in the context of mixed migration. UNHCR is working with governments, non-governmental organizations (NGOs) and civil society actors on the Cartagena +30 process, which commemorates the 30th anniversary of the Cartagena Declaration on Refugees. The process will culminate in the adoption of a new action plan in December 2014 to strengthen protection in the region.

8. The Asia and Pacific region remains home to one third of the world's refugees – some 3.5 million people. More than 2.4 million Afghan refugees, the majority in the Islamic Republics of Iran and Pakistan, constitute some 70 per cent of the refugees in the region. In light of developments in Myanmar, UNHCR is working closely with governments and partners in the region to lay the groundwork for the eventual voluntary repatriation of refugees. At the same time, UNHCR continued to support displaced people in Myanmar's Rakhine and Kachin States, as well as those displaced in the south-east of the country. In response to Typhoon Haiyan, which hit the Philippines in November 2013, UNHCR assumed co-leadership of the protection cluster with the Government and delivered emergency shelter and relief items to more than half a million people, focusing on vulnerable populations and those in remote areas.

9. In Europe, almost half a million people sought asylum in 2013, a 32 per cent increase from 2012. UNHCR helped enhance asylum by promoting consistency in asylum procedures, improved reception conditions, protection in mixed migration contexts and alternatives to detention. The 28 European Union Member States registered 82 per cent of the asylum claims in Europe, with Germany, France and Sweden being the top three receiving countries. Out of more than 484,000 asylum applications lodged in Europe in 2013, some 53,800 claims were from Syrians. There was also an increasing number of asylum-seekers arriving in South-Eastern Europe, with some 11,240 claims registered – the majority in Serbia and Montenegro. While the influx of Syrians was the main challenge for the region, UNHCR also focused its attention on durable solutions to protracted refugee situations, statelessness activities and efforts to address xenophobia. Following tensions that escalated in Ukraine at the end of 2013, UNHCR has continued to cooperate closely with the regional authorities and civil society to monitor the displacement situation and provide support when needed.

10. In the Middle East and North Africa region, the war in the Syrian Arab Republic entered its fourth year. The exodus from the country grew by more than 1.7 million refugees in 2013, reaching 2.4 million by year-end and 2.7 million by mid-2014. Inside the

country, there were an estimated 6.5 million IDPs, of whom an estimated 3.5 million were residing in locations that were difficult or impossible to reach. Notwithstanding security and access-related constraints, UNHCR and partners expanded interventions inside the Syrian Arab Republic, reaching millions of IDPs across the country in both government and opposition-controlled areas. As the situation deteriorated in Homs in February 2014, UNHCR participated in the evacuation of civilians from the Old City and prepared a set of minimum standards, grounded in principles of international human rights and humanitarian law, to guide future evacuations. They were endorsed by the United Nations Country Team in Damascus.

11. The host countries of Egypt, Iraq, Jordan, Lebanon and Turkey allowed large numbers of refugees to remain on their soil, but the cumulative economic, social and security consequences have taken their toll. In Lebanon, for example, the World Bank estimated that the crisis cost the country $2.5 billion in lost economic activity in 2013. In April 2014, the number of refugees in Lebanon passed the 1 million mark, making it the country with the highest per capita concentration of refugees worldwide. During the sixty-fourth session of the Executive Committee, the High Commissioner convened a high-level segment on solidarity and burden-sharing with countries hosting Syrian refugees. A statement adopted during the session underscored the profound social and economic impact on these countries, as well as the immediate and long-term development needs of the host communities. The statement also called upon the international community to offer enhanced resettlement opportunities in third countries.

12. In Iraq, a surge in violence has displaced over 1.2 million people in the central and northern part of the country since January 2014. Violence was most intense in Anbar Province, where approximately 550,000 people were displaced by fighting concentrated in Fallujah and Ramadi. In June, armed groups took control of Iraq's second city of Mosul, leading to the displacement of over 500,000 people. UNHCR is also helping over 225,000 Syrian refugees who had fled to Iraq to escape the conflict in their country. The working environment in North Africa was no less challenging, where UNHCR supported the protection and assistance needs of 66,000 Malian refugees in Mauritania (31,000 of whom arrived in 2013) and 59,000 IDPs in Libya. Family visits between refugees in camps near Tindouf, Algeria and their families in Western Sahara, continued as part of a confidence-building measures programme that has benefited some 20,700 persons since 2004.

B. Emergency preparedness and response

13. The multitude of simultaneous emergencies during the reporting period continued to stretch the response capacities of UNHCR and its partners. In 2013, 464 personnel were deployed on emergency mission to support 43 country operations, out of which 156 were from UNHCR and 308 from standby partners. Technical experts were deployed to strengthen operations in areas such as shelter; water, sanitation and hygiene; public health; and livelihoods. Cluster support was also provided to IDP situations in the areas of shelter, protection and camp management and coordination.

14. UNHCR remained positioned to deliver assistance for up to 600,000 people, within 72 hours of the onset of a humanitarian emergency. At critical moments, stockpiles were increased to reach even higher numbers of people. The Office dispatched 15,630 metric tonnes of relief items, of which 2,330 were delivered in 53 airlifts and 13,300 by road and sea. The assistance included tents, plastic sheeting, kitchen sets, mosquito nets, blankets and other household items, including solar lanterns which are now standard in relief packages. Solar lanterns are better for the environment and have been shown to reduce protection risks, particularly sexual and gender-based violence (SGBV).

C. Basic needs and services

15. In 2013, UNHCR introduced a number of initiatives to enhance services and assistance for persons of concern. Four new strategies were developed to guide programming in the areas of: (1) public health (including water, sanitation and hygiene; reproductive health and HIV; and nutrition and food security); (2) settlement and shelter; (3) livelihoods, and (4) safe access to fuel and energy. These global strategies, which are the result of extensive consultations with partners, have a strong protection and solutions orientation. They are shaped by a common set of guiding principles grounded in the age, gender and diversity approach, and emphasize the sustainability of programme interventions.

16. UNHCR has increased its use of cash-based interventions, which can enhance protection during displacement and upon return. By enabling people of concern to decide on their priority needs, harmful coping strategies, such as survival sex, child labour and forced marriage, can be mitigated. Cash-based interventions also have multiplier effects, benefiting local economies and contributing to peaceful coexistence with host communities. UNHCR is providing the most vulnerable Syrian IDPs and refugees with cash-based assistance. This approach is also being employed in many other operations, including Afghanistan, Chad, Ecuador, Ethiopia, the Democratic Republic of the Congo, the Islamic Republic of Iran, Kenya, Sri Lanka and Sudan.

D. Delivering in high-risk environments

17. UNHCR continues to assist populations in dangerous and hard-to-reach places, but not without considerable security costs and tremendous efforts. In the Syrian Arab Republic for example, cross-line missions undertaken into contested territory to deliver assistance to IDPs required twelve or more hours to traverse ten kilometres. Negotiations with different actors occurred at numerous checkpoints en route, requiring careful preparation and appropriate equipment, such as armoured vehicles.

18. Meanwhile, targeted attacks against humanitarian workers remain serious threats in places such as Afghanistan, Somalia and Yemen, while continued unrest in the Middle East presents an array of security challenges. According to the Aid Workers Security Database, more than 500 security incidents involving humanitarian organizations were recorded over the past year. National staff were particularly affected.

19. A number of incidents involved UNHCR staff, illustrating the dangers faced by humanitarian workers. In December 2013, UNHCR was forced to quickly relocate staff from Yida, in Unity State, South Sudan, following the rapid deterioration of security there. In the Central African Republic, the exceptionally volatile situation forced many national staff to flee their homes. During the height of the violence in the beginning of 2014, several colleagues and their families were forced to take shelter in a UN-protected compound. In February, a UNHCR convoy was attacked in Mogadishu, Somalia and in April, a UNHCR vehicle carrying two staff members was attacked in Haghadera refugee camp in Dadaab, Kenya, both resulting in injuries to staff members. In May, a national staff member was killed in an ethnically-motivated attack in Bangui, Central African Republic. These incidents illustrate the dangers faced by humanitarian workers in the field.

20. Against this backdrop, UNHCR continued to invest in risk-mitigation measures to reduce staff vulnerability and allow them to remain present in challenging security environments. This includes strengthening the security of premises, ensuring the availability of adequate security equipment and maintaining a diverse network of field safety advisors available for immediate deployment to emergencies. The Office continues to emphasize training and coordination with all actors working on the ground.

III. Protection

A. Protection environment

21. Looking back at the past year, the scorecard on protection has been mixed, even contradictory. While neighbouring countries largely maintained open borders, despite the social and economic implications, securing access to territory and protection further afield, especially in the context of mixed migratory movements, remained a global challenge. Even while in exile, refugees and asylum-seekers faced other threats such as SGBV, forced recruitment, armed attacks, abductions, arbitrary detention and trafficking.

22. With increasing pressure on the institution of asylum, a number of countries took measures to curb the arrival of large numbers of people. Physical and administrative barriers to accessing safe territory, such as border closures, the erroneous application of "safe third country" concepts, and the granting of extradition requests without due process safeguards, were increasingly common. The principle of *non-refoulement*, the cornerstone of international protection and a norm of customary international law, was not always respected. Secrecy surrounding the transfer or relocation of asylum-seekers to other countries, as well as an increase in the abduction and unlawful removal of refugees and asylum-seekers from asylum countries were worrying trends.

23. Progress was made by many States in developing and strengthening national asylum systems, including the adoption of laws and reforms of procedures. As part of its supervisory responsibility, UNHCR advised governments in developing national asylum laws in at least 50 countries. Despite this, UNHCR continued to carry out registration and refugee status determination (RSD) in more than 60 countries and territories, registering 203,200 individuals or 19 per cent of all individual asylum applications lodged during the year. This is a 62 per cent increase from 2012. Over the past years, given the increasing number of new emergencies, UNHCR has also had to expand many of its existing mandate RSD operations and establish new ones as part of its protection response. In the Syria situation, UNHCR quickly adapted its mandate RSD operations in the region in order to process large numbers of arrivals, and implemented simplified procedures for resettlement and humanitarian admission. The Office is working on strengthening its own RSD staffing capacity, while reinvigorating efforts to support governments in developing new RSD procedures or improving existing ones.

24. UNHCR has witnessed a dramatic rise in the global number of refugee children in recent years. From 41 per cent in 2009, children now represent more than 50 per cent of the global refugee population. This figure is even higher in some locations, such as in southern Uganda, where 60 to 70 per cent of the refugee communities are made up of children. Increasing numbers of refugees live in urban areas, where children are often confronted with a range of protection risks, including child labour, exploitation and abuse. In response, UNHCR efforts to strengthen child protection include: securing access to birth certificates, ensuring access to national child protection systems and services (including primary and secondary education), providing targeted support for children with specific needs, ensuring timely best interest determination procedures for unaccompanied and separated children and other refugee children at risk, and establishing child-sensitive reception and asylum procedures in the context of mixed migration.

B. Sexual and gender-based violence: prevention and response

25. With conflicts multiplying, SGBV is affecting a growing number of refugees. In 2013, some 12,400 incidents were reported to field staff in 43 countries. However, the actual number of incidents is expected to be much higher, as many cases go unreported due to stigma and fear. In situations of conflict, refugee children are particularly vulnerable to SGBV. In the North Kivu province of the Democratic Republic of the Congo, there has been an alarming rise in acts of violence against women and girls, particularly rape.

The prevailing culture of impunity, where perpetrators are rarely arrested, prosecuted and punished, remains a major challenge in addressing this issue.

26. Several initiatives involving UNHCR were undertaken to strengthen SGBV prevention and response. The "safe from the start" initiative was launched by the United States of America in partnership with UNHCR and aims to ensure that SGBV prevention and response is prioritized as a life-saving intervention, along with basic humanitarian assistance. The Department for International Development of the United Kingdom of Great Britain and Northern Ireland also launched a *Call to Action on Protecting Girls and Women in Emergencies* in order to mobilize the international community and garner commitments in this area. UNHCR's work under the "safe from the start" initiative will help the Office fulfil its *Call to Action* commitments. In June 2014, the British Foreign Secretary and UNHCR Special Envoy Angelina Jolie co-hosted a high-level summit on ending sexual violence in conflict. With participation from 129 countries, the summit agreed on practical steps to tackle impunity. UNHCR helped develop an international protocol on the documentation and investigation of sexual violence in conflict which was launched at the summit.

27. Nearly 67 country operations are implementing SGBV prevention and response programmes, in line with this global strategic priority and UNHCR's SGBV prevention and response strategy. The latter was rolled out in 19 priority countries in Africa, the Americas, Asia and the Middle East. Four Senior Regional Protection Officers were positioned in Dakar, Nairobi, Beirut and Panama City to ensure implementation of the SGBV strategy. Dedicated staff were also deployed to country operations to strengthen their capacity to design, implement and monitor SGBV interventions.

C. Refugee protection in mixed flows

28. As protection space in many countries neighbouring conflict areas is coming under increasing pressure, more and more refugees are attempting to reach third countries, often in the hopes of being reunited with family members. Syrians have joined Afghans and Somalis as global refugee populations, with applications for asylum lodged by Syrians in more than 100 countries or territories. Altogether, more than one million individual applications for asylum were submitted in 2013, a 15 per cent increase compared to 2012.

29. UNHCR has seen a worrying increase in the detention of asylum-seekers and refugees alongside irregular migrants. In some countries, this practice has become a routine, rather than an exceptional response to irregular entry. Those detained, including children, are often held in inhumane conditions. In response, UNHCR launched the *Global Strategy – Beyond Detention*, which aims to expand the availability of alternatives to detention and end the detention of children over the next five years.

30. UNHCR is particularly concerned about the increasing number of unaccompanied and separated children seeking asylum. More than 25,000 applied for asylum in 77 countries in 2013. Most are Afghans, South Sudanese and Somalis. Large numbers of unaccompanied minors from Central America also arrived in the United States of America, many of them fleeing organized crime, generalized violence and abuse and neglect.

31. Driven by desperation, thousands of refugees, asylum-seekers and migrants took to the seas, risking their lives on overcrowded, unseaworthy vessels in an effort to find safety and stability elsewhere. Large numbers of women and children, including newborns and unaccompanied minors, were among them. There were reports of abuse, rape and torture by smugglers. Some reportedly threw passengers overboard to prevent capsizing or avoid detection, resulting in many undocumented casualties. Deterrent measures by some States included interceptions, push-backs and *refoulement*.

32. In Asia, the number of boat departures from the Bay of Bengal has risen dramatically since June 2012, when inter-communal violence erupted in Rakhine State in

Myanmar. There were numerous incidents in the Red Sea and the Gulf of Aden (with people making the dangerous journey from the Horn of Africa to the Middle East) as well as in the Caribbean. The increase in maritime movements in the Mediterranean led to hundreds of deaths at sea, including many Syrians who fled war in their country. In one incident alone, in early October 2013, more than 360 persons lost their lives off the coast of the Italian island of Lampedusa. In response, Italy launched the *Mare Nostrum* operation to reinforce patrols and rescue capacity in the Mediterranean Sea. Since the start of the initiative in October 2013, more than 72,000 people were rescued at sea.

33. This global phenomenon will continue as long as there are drivers of irregular maritime flight, including conflict, protracted displacement, statelessness, the absence or inadequacy of protection, discrimination, family separation and poverty. Concerted action on the part of countries of origin, transit and destination, including coastal and non-coastal States, is needed. States are urged to work together through coordinated regional responses to rescue people at sea, while exploring alternative legal channels to prevent people from having to make these dangerous journeys in the first place. In response, UNHCR has launched the Global Initiative on Protection at Sea which aims to strengthen search-and-rescue capacities, arrangements for securing safe disembarkation, reception conditions and identification and referral mechanisms for those in need of protection.

D. The 1951 Refugee Convention and its 1967 Protocol

34. The 1951 Convention relating to the Status of Refugees and its 1967 Protocol remain two of the most widely ratified international treaties. There were no new accessions or withdrawals of reservations to these instruments during the reporting period. Almost 70 States retain reservations to the 1951 Convention or its 1967 Protocol. UNHCR strongly urges States to consider accession and to remove reservations to these instruments.

E. Statelessness

35. UNHCR continued to expand its statelessness activities and forge new partnerships, encouraging an enlargement in the pool of actors working to address the issue. Heightened international awareness, as well as greater resolve by States and other stakeholders to prevent and eradicate statelessness, have led to significant results. In October 2013, the Executive Committee adopted a conclusion[3] on civil registration, emphasizing that birth registration is essential in preventing statelessness and encouraging States to make it accessible.

36. Progress was made in reducing statelessness through the acquisition or confirmation of nationality. According to available data, approximately 37,700 persons who were formerly stateless acquired nationality in 19 countries in 2013. UNHCR provided advice on the reform of nationality laws to prevent and reduce statelessness in 67 countries.

37. Twenty-seven countries maintain provisions in their nationality laws that discriminate against women, preventing mothers from conferring nationality on their children and leading to statelessness. Over 60 countries prevent women from acquiring, changing or retaining their nationality on an equal basis as men. In recent years, 11 countries reformed their laws to ensure gender parity, including Senegal in 2013. A campaign to end gender discrimination in nationality laws was launched in June 2014 in cooperation with UN Women, Tilburg University and several NGOs.

38. UNHCR continued to promote accession to the 1954 Convention relating to the Status of Stateless Persons and the 1961 Convention on the Reduction of Statelessness. Adding to the increasing trend of accessions in recent years, seven States –

[3] See A/68/12/Add.1, para 13.

Côte d'Ivoire, Jamaica, Lithuania, Montenegro, Nicaragua, Peru and Ukraine – acceded to either or both of the conventions since the beginning of 2013. Belgium, the Gambia, Georgia and Paraguay confirmed that they would deposit their instruments of accession to one or both of the conventions at a Special Treaty Event in Geneva on 1 July 2014. These accessions will bring the number of States parties to the 1954 Convention to 82 and to the 1961 Convention to 58.

39. With an estimated 10 million stateless persons worldwide, statelessness remains a global problem of vast proportions. Yet, experience has shown that with sufficient political will at the national level, it can be resolved. To that end, UNHCR is working on a new campaign to end statelessness within a decade, the launch of which coincides with the 60th anniversary of the 1954 Convention.

F. Internal displacement

40. The global number of IDPs is estimated at 33.3 million, the highest number ever recorded and almost 6.3 million more than the previous year. The number of IDPs who benefited from UNHCR's protection and assistance activities stood at 23.9 million. Recognizing that the affected State has primary responsibility for IDPs, UNHCR's engagement with IDPs is situated within the framework of the Inter-Agency Standing Committee's cluster approach.

41. Escalating conflict in the Syrian Arab Republic displaced internally an estimated 4.5 million persons, bringing the total number of IDPs in the country to some 6.5 million. In Colombia, there are 5.4 million IDPs, and the Government estimates that some 115,000 were newly displaced in 2013. On the African continent, ongoing fighting displaced close to one million people in the Democratic Republic of the Congo (bringing the total number of IDPs in the country to almost three million), 390,000 in Sudan and 111,000 in Mali. At the peak of the crisis in the Central African Republic, close to one million people were internally displaced, including 700,000 in Bangui. Renewed conflict and security concerns also displaced 124,000 persons in Afghanistan.

42. Over the past year, humanitarian assistance and protection were often hampered by insecurity and restrictions in movement, making it difficult to reach populations in remote and besieged areas. The absence of governance and the rule of law in some areas provided fertile ground for human rights violations and war crimes to be committed with impunity. Meanwhile, a number of positive normative developments took place over the past year, including the adoption of national policies on internal displacement in Afghanistan and Yemen. The Democratic Republic of the Congo, Nigeria and Somalia are also developing national policies on internal displacement. Ukraine is developing legislation on the protection of IDPs, and Georgia initiated the process of revising its law relating to status recognition for second and third generation IDP children. There were five accessions to the African Union Convention for the Protection and Assistance of Internally Displaced Persons in Africa, bringing the total number of parties to 22.

43. Despite considerable progress over the last decade in developing tools, policies and legislation to enhance IDP protection, numerous gaps persist. In response, the High Commissioner's 2013 Dialogue on Protection Challenges focused on IDPs. It identified several practical ways for the international community to enhance protection and assistance for this population.

44. UNHCR remains committed to being a predictable and reliable partner in collaborative efforts to address and resolve the plight of people who are displaced within their own country. During the reporting period, UNHCR was responsible for leading, coordinating and supporting assessments and response for 20 protection, 8 shelter and 7 camp coordination and camp management clusters, or other coordination mechanisms. The global shelter cluster, co-led by UNHCR and the International Federation of the Red Cross and Red Crescent Societies, developed an enhanced surge capacity arrangement, in

cooperation with NGOs and other partners, to support IDP operations. The global camp coordination and camp management cluster, co-chaired by UNHCR and the International Organization for Migration, established a rapid response team and deployed experts to all new emergencies in 2013.

45. By mid-2014, the global protection cluster provided support to 31 country-level protection clusters and other field coordination mechanisms, 20 of which were led by UNHCR. It provided operational advice and support to the field through its operations cell, help desk, periodic newsletters and website. The global protection cluster worked closely with country-level protection clusters to support strategic plans and inter-agency appeals, comprehensive needs assessments and protection monitoring.

IV. Durable solutions

A. Protracted situations and comprehensive solutions

46. While responding to emergencies, UNHCR also made concerted efforts to advance durable solutions in protracted situations. More than half of the world's refugees live in protracted exile, and the average length of displacement for both refugees and IDPs has increased in recent decades. In 2013, a Solutions Steering Group was established by UNHCR to analyse its approach to solutions globally and make structural recommendations related to the budgeting and planning cycle for work in this area. Additionally, $20 million was allocated for projects in 2014 aimed at moving particular groups towards a solution. Funding is being disbursed on the basis of proposals from the field which demonstrate a clear strategy to achieve solutions and have a strong partnership component. More than 40 proposals were submitted for consideration. Donors are encouraged to provide additional funds to complement and expand support for these endeavours.

47. Advancing solutions requires strong commitment from the international community. In 2014, Denmark hosted the Copenhagen Roundtable, building on recommendations from previous discussions in the Netherlands and Japan, to agree among a wide range of actors involved in humanitarian response and long-term development on ways to address protracted displacement. One concrete outcome was the new Solutions Alliance[4], a network of governments, humanitarian and development organizations, civil society and the private sector that aim to find innovative solutions to displacement. UNHCR is one of the five co-leads of the Alliance, alongside the Danish and Colombian Governments, the United Nations Development Programme (UNDP) and the International Rescue Committee. Thus far, national groups for Somalia and for Zambia have been established to explore innovative solutions to these displacement situations.

48. Meanwhile, UNHCR continues to work with States and other partners on comprehensive solutions strategies. In Africa, a multi-year plan of action aims to address the situation of 430,000 refugees from the Democratic Republic of the Congo; some 50,000 are expected to be resettled by 2017, and options are being explored for the others. Further progress has been achieved on the comprehensive solutions strategy for former Angolan refugees. In 2013, over 1,700 Angolan refugees repatriated with UNHCR's assistance, mostly from Botswana and Zambia, and consultations are underway to plan the repatriation of the remaining 25,000 Angolans wishing to return home. The local integration of Angolans in some countries of asylum advanced, with the issuance of residence permits and

4 Further information is available at www.solutionsalliance.org

personal documentation. Under the Rwandan comprehensive solutions strategy, some 7,300 former Rwandan refugees from 12 countries returned voluntarily, while naturalization commitments were made by a number of host countries. In 2013, the Global Initiative on Somali Refugees was launched to find new approaches to address this protracted situation and galvanize support for comprehensive solutions. UNHCR is also working to resolve other protracted refugee situations, including Ghanaians in Togo; Chadians in Niger; and Togolese in Benin and Ghana.

49. In the Americas, a comprehensive solutions initiative was developed in Ecuador to improve livelihood opportunities for Colombian refugees, while pursuing resettlement and advancing the prospect of labour mobility and migratory solutions within the region. The Agreement Relating to Residence Permits for Nationals of States parties to Mercosur facilitates solutions for Colombian refugees in the region by permitting migration to Argentina or Brazil. In Costa Rica, most Colombian refugees are now advancing towards naturalization and are less dependent on aid.

50. In Asia, UNHCR continues to work with concerned governments and partners to implement the Solutions Strategy for Afghan Refugees to support Voluntary Repatriation, Sustainable Reintegration and Assistance to Host Countries. Portfolios of projects to address the needs of Afghan refugees and host communities were developed to advance solutions on a regional basis. Refugees are being equipped with the skills needed in their potential areas of return. Pakistan's new national policy on Afghan refugees extends the tripartite agreement on voluntary repatriation and the validity of the proof of registration cards until December 2015. In addition to hosting over 800,000 registered Afghan refugees, the Islamic Republic of Iran has implemented a comprehensive regularization plan for undocumented Afghans in the country, providing legal temporary stay arrangements on the basis of renewable residence permits placed in passports.

51. In Europe, a three-year EU-funded project for Bosnia and Herzegovina led by UNHCR is aimed at implementing the Revised Strategy for the implementation of Annex VII of the Dayton Peace Agreement and supporting solutions for IDPs through a joint needs-based prioritization of communities and families with specific needs. As part of the durable solutions strategy, UNHCR has recommended that host States apply by the end of 2014 the "ceased circumstances" cessation clause for the refugee population displaced from Croatia during the 1991-1995 conflict. This could be progressively implemented between 2014 and 2017.

B. Voluntary return

52. In 2013, some 414,600 refugees returned home voluntarily, including 206,000 with UNHCR's assistance. Down from 526,000 the previous year, this is the fourth lowest level of returns in the past 25 years. The countries with the largest number of returnees included the Democratic Republic of the Congo (68,400), Iraq (60,900), Afghanistan (39,700), Somalia (36,100), Côte d'Ivoire (20,000), Sudan (17,000) and Mali (14,300).

53. UNHCR's tripartite agreement with Somalia and Kenya established a framework that underlines the shared principle of voluntary return. While relative stability in some parts of Somalia has triggered the spontaneous return of some IDPs and refugees, the conditions are not yet in place for organized voluntary returns. In Mali, humanitarian and development partners are collaborating with the Government and local communities on a return strategy for IDPs and refugees. While the situation in northern Mali is not yet conducive to large-scale returns, refugees in Niger and Mauritania who wish to return to certain locations are being assisted to do so.

54. Close to 1.4 million IDPs returned home during the year, about one third with UNHCR's assistance. In Yemen, some 93,000 IDPs were able to return to their homes in Abyan.

C. Resettlement

55. Resettlement remains essential in comprehensive solutions frameworks, serving as an important protection tool and a mechanism for international responsibility-sharing. As a solution, however, resettlement is still available to less than 1 per cent of the world's refugee population, and the needs continue to vastly outnumber the places available. Currently, an estimated 950,000 refugees require resettlement, and approximately 80,000 regular places are made available on an annual basis. The total number of countries offering resettlement stood at 27, unchanged from 2012. UNHCR continues to advocate for the initiation and expansion of resettlement programmes and for countries that provide resettlement on an ad hoc basis to develop more predictable, regular programmes.

56. In 2013, UNHCR submitted some 93,200 refugees for resettlement, up from 74,800 in 2012. The majority were refugees from Myanmar (23,500), Iraq (13,200), the Democratic Republic of the Congo (12,200), Somalia (9,000) and Bhutan (7,100). Women and girls at risk constituted more than 12 per cent of all submissions, again surpassing for the third consecutive year the 10 per cent target set by the Executive Committee in its Conclusion No. 105 (LVII) of 2006.[5]

57. UNHCR redoubled its engagement with resettlement countries to simplify procedures, reduce lengthy processing times and encourage the removal of discriminatory selection criteria. It also promoted the use of innovative resettlement processing methods, including interviews by video conference, to overcome the difficulties faced by some resettlement countries in accessing certain refugee populations due to safety and security concerns.

58. A total of 98,400 refugees were admitted by resettlement countries, some 9,400 more than in 2012. The United States of America admitted the majority (66,200), followed by Australia (13,200), Canada (12,200), Sweden (1,900) and the United Kingdom of Great Britain and Northern Ireland (970).

59. Resettlement played an increasingly important protection role in UNHCR's emergency responses. To relieve pressure on the countries hosting Syrian refugees, an additional 30,000 resettlement places were allocated in 2014 for the most vulnerable, and the aim is to resettle an additional 100,000 by the end of 2016. Several countries have also agreed to reserve places in their annual resettlement quotas for new emergencies.

60. More systematic use was made of the three emergency transit centres in Romania, the Philippines and Slovakia to evacuate refugees in emergency situations and facilitate access for resettlement countries. Over 2,200 refugees were brought safely to one of the centres before proceeding to a final country of resettlement.

D. Local solutions and self-reliance

61. For those who cannot return or be resettled, local solutions are being explored. The December 2011 ministerial intergovernmental event[6] generated additional commitments to local integration as a durable solution. Zambia's pledge to locally integrate

[5] See A/61/12/Add.1, para. 17.

[6] Documentation related to the Ministerial Intergovernmental Event, including the Report of the meeting and the Ministerial Communiqué, may be found at: www.unhcr.org/ministerial.

10,000 Angolans is being realized through the adoption of a strategic framework which foresees alternative legal status for them. The Angolan authorities have also started the screening process for the issuance of national passports in settlements in Zambia, and have already issued some 800 passports in Namibia. In September 2013, the Tanzanian Government completed the screening process for the naturalization of some 1,300 Somali Bantu refugees in the Chogo settlement, and certificates are now being issued for this purpose. In Benin, the Government began issuing 10-year residence permits to Togolese refugees who have been in the country since 2005.

62. UNHCR is committed to supporting the self-reliance of refugees through livelihood interventions. These initiatives empower refugees, decrease their dependency on aid and enable them to contribute economically to their host countries. The scale of UNHCR's livelihoods efforts worldwide has increased dramatically in recent years. The budget for livelihoods activities grew by more than 25 per cent between 2011 and 2012 and by another 15 per cent in 2013. Despite this growth, UNHCR's livelihoods programming remains limited and only reaches a small percentage of refugees. Earlier this year, UNHCR launched a three-year global livelihoods strategy to reinforce the Office's efforts in this area.

63. Strategic partnerships are being pursued with development partners, including the World Bank and UNDP, to help move these efforts forward. Host countries (including relevant line ministries) also have a particularly important role to play. The Office is working to make more effective use of private-sector partnerships to assist the displaced and bring benefits to local communities at the same time. In Dollo Ado, Ethiopia for example, UNHCR and partners are empowering refugees and host communities alike by linking vocational training to income and job creation.

V. Partnerships and coordination

64. In 2013, the Office collaborated with 733 NGOs, of which 567 were national and local and 166 international. Funding channelled through NGOs and other partners reached a record high of more than $1.15 billion, a 23 per cent increase compared to 2012. Attention was given to implementing the recommendations stemming from the High Commissioner's structured dialogue with NGOs and the International Federation of Red Cross and Red Crescent Societies. This included several joint missions with NGOs to follow up on recommendations pertaining to specific operations, as well as the development of a guidance note to facilitate partnership dialogue in the field. High-level bilateral consultations were held with a number of NGOs to advance new partnership agreements and discuss technical cooperation.

65. UNHCR redoubled its efforts to strengthen partnerships with key United Nations operational agencies. Cooperation with WFP over the past year has focused on increasing the use of cash and voucher-based interventions, shifting the humanitarian response in protracted situations from food aid to self-reliance, and addressing acute malnutrition and anaemia. UNHCR expanded its partnership with UNICEF throughout the year, working together on the provision of community-based health care, immunization programmes and child protection in emergencies.

66. Implementation of the Transformative Agenda, which was adopted by the Inter-Agency Standing Committee (IASC) in December 2011, continued. To ensure complementarity of action, UNHCR developed a refugee coordination model, which outlines the interface with the IASC cluster system for internal displacement and applies lessons drawn from the implementation of the Transformative Agenda and its principles of leadership, accountability and coordination. In April 2014, UNHCR and the United Nations Office for the Coordination of Humanitarian Affairs issued a joint note on coordination in mixed situations, where clusters are activated and UNHCR is leading a

refugee operation, spelling out roles and accountabilities. In December 2013, the IASC adopted a statement on the centrality of protection in humanitarian action. The statement, which was coordinated by UNHCR and the global protection cluster, aims to reinforce the collective responsibility to ensure appropriate protection responses from the outset of an emergency.

67. The Office continued to build partnerships with the private sector, the support of which was particularly crucial in a year marked by the eruption of several new crises. Major corporate donors included the IKEA Foundation, LEGO Foundation and UNIQLO. In 2013, Her Highness Sheikha Jawaher bint Mohammed Al Qasimi became UNHCR's first Eminent Advocate, helping to raise support for refugees.

VI. Contributions to UNHCR

68. Host countries play a critical role in refugee protection by keeping their borders open and providing asylum space. Despite the significant financial burden, as well as economic and social costs borne across various sectors, many refugee-hosting States have assumed this responsibility for prolonged periods of time. In 2013, Pakistan remained the country hosting the largest number of refugees, followed by the Islamic Republic of Iran. However, Lebanon hosted the largest number of refugees in relation to its national population, with 178 refugees per 1,000 inhabitants, followed by Jordan. Developing countries hosted 86 per cent of the world's refugees, compared to 70 per cent 10 years ago. Moreover, 46 per cent of refugees under UNHCR's mandate live in countries with a GDP of less than $5,000 per capita. Without the generosity of host countries, UNHCR would not been able to carry out its mandate.

69. UNHCR's global needs-based budget for 2013 amounted to $5,335.4 million[7], comprising an initial budget of $3,924.2 million approved by the Executive Committee and $1,413.7 million for seven supplementary budgets created throughout the year to address unforeseen emergency needs. Africa continued to account for the largest portion of programmed activities, at approximately $1,967 million, or 39 per cent. This was followed by North Africa and the Middle East at $1,613 million, or 32 per cent.

70. The Office received strong support from its donors, reaching a record $2,965 million in fresh contributions. Nevertheless, only 61 per cent of the budgetary requirements were fulfilled, leaving a significant gap in the resources required to address the increasing humanitarian needs. While work continued to broaden UNHCR's sources of income in 2013, approximately 52 per cent of the voluntary contributions were provided by its top-three donors (the United States of America, Japan and the European Union), and 82 per cent by the top-10 donors. Private sector supporters collectively donated $191 million to the Office, a 46 per cent increase over 2012.

VII. Accountability and oversight

71. In order to respond more effectively to the needs of a growing population of concern, UNHCR undertook a series of institutional reform measures[8] over the last decade. During the reporting period, consolidation of these reforms continued with a focus on accountability and oversight.

72. Two recently-created oversight bodies – the Independent Audit and Oversight Committee (IAOC) and the Internal Compliance and Accountability Committee (ICAC) – were fully operational and made important contributions through their work. The IAOC, which presented its first written report in September 2013, has focused its work on:

7 Table II shows a breakdown of the budget by region and pillar.

8 See A/68/12 (Part II), paras 38-48.

(1) oversight planning processes; (2) the adequacy of resources devoted to oversight; (3) management responses to oversight recommendations; and (4) internal controls to manage organizational risk. Meanwhile, the ICAC played a constructive role in ensuring effective organizational accountability by monitoring the recommendations received from internal and external oversight bodies, particularly recurrent findings, unsatisfactory audit reports and recommendations over two years old.

73. The in-housing of UNHCR's internal audit function, as recommended by the IAOC, is still under consideration and the Office is currently studying various options. In the meantime, the United Nations Office of Internal Oversight Services (OIOS) will continue providing internal audit services to UNHCR. The inspection function has been strengthened through initiatives to enhance compliance reporting and to include relevant audit standards and tools in inspection methodology. Following an independent peer review by the European-Anti Fraud Office (OLAF) in December 2013, as well as recommendations by the IAOC, the investigation function has been strengthened through the establishment of several specialist positions. Following up on recommendations made by OIOS, UNHCR is also looking at strengthening its evaluation service.

74. A small unit dedicated to rolling out enterprise risk management (ERM) has been fully operational since December 2013. The unit undertook a number of pilot initiatives and a risk assessment of the Syria operation. It is finalizing a corporate ERM policy and developing procedures to roll out ERM throughout the organization.

75. With one-third of its budget expensed through partners, UNHCR has focused on strengthening project control and oversight of implementing partnership management. In July 2013, a new policy on the selection and retention of partners was issued, with the objective of ensuring that the most suitable organizations in a given operation are chosen to implement projects. Standard project partnership agreements were revised to strengthen clauses relating to inspection, monitoring, audit, investigation and ethical considerations, consistent with the International Public Sector Accounting Standards and policies related to project management.

76. UNHCR remains committed to promoting and adhering to the highest standards of accountability in the use of its resources and has adopted a zero-tolerance stance towards cases of fraud and corruption. Following the issuance of the Strategic Framework for the Prevention of Fraud and Corruption in 2013, the Office issued a policy on anti-money laundering in June 2014 geared towards prevention.

77. UNHCR's Ethics Office has continued to promote ethical behaviour among staff; provide confidential advice on an array of issues, including conflict of interest, engagement in outside activities, sexual harassment and abuse of authority and other ethical dilemmas and grievances; and provide training on ethics. It also coordinated a financial disclosure programme, which had 100 per cent compliance, and code of conduct sessions.

VIII. Conclusion

78. Looking ahead, a number of factors will remain essential in allowing UNHCR to deliver under growing pressure: (1) continued generosity of host countries and local communities; (2) strong financial support from traditional and new donors; (3) continued investment in partnerships; (4) ongoing commitment to increasing productivity and decreasing structural costs; (5) emphasis on innovation; and (6) sufficient support to UNHCR staff, particularly those working in remote and dangerous places.

79. It seems unlikely that the current trend of growing forced displacement will be reversed in the near future. New conflicts continue to erupt while ongoing crises remain unresolved, forcing millions of people to flee and keeping them in displacement for prolonged periods of time. This means that an ever growing number of people depend on humanitarian assistance to survive, stretching the capacities of host communities,

humanitarian agencies and donors. Humanitarian budgets cannot be expected to meet these growing needs alone. It is, therefore, crucial that humanitarian aid be accompanied by structural development assistance to support both the affected populations and host communities. Strengthened partnerships with development actors will be indispensable to achieve this.

80. While humanitarian and development aid are essential, they cannot be a substitute for political solutions. The dramatic increase in forced displacement witnessed over the last years is the result of a collective failure to resolve and prevent conflict. The international community must overcome its differences and find solutions to today's conflicts in the Central African Republic, South Sudan, the Syrian Arab Republic, and elsewhere, bringing closure to humanitarian crises so that people can go home and tomorrow's wars can be prevented.

Table 1

Refugees, asylum-seekers, internally displaced persons (IDPs), returnees (refugees and IDPs), stateless persons, and others of concern to UNHCR by country/territory of asylum, end-2013

All data are provisional and subject to change.

Country or territory of asylum/residence[1]	REFUGEES					Returned refugees[5]	IDPs protected/ assisted by UNHCR, incl. people in IDP-like situations[6]	Returned IDPs[7]	Persons under UNHCR's statelessness mandate[8]	Various[9]	Total population of concern
	Refugees[2]	People in refugee-like situations[3]	Total refugees and people in refugee-like situations	*of whom: assisted by UNHCR*	Asylum-seekers (pending cases)[4]						
Afghanistan	72	*16,791*	16,863	*16,863*	66	39,666	631,286	21,830	-	275,486	985,197
Albania	93	-	93	*93*	228	-	-	-	7,443	-	7,764
Algeria[10]	94,150	-	94,150	*90,145*	1,815	1	-	-	-	-	95,966
Angola	23,783	-	23,783	*5,072*	20,039	1,666	-	-	-	-	45,488
Argentina	3,362	-	3,362	*119*	916	-	-	-	-	-	4,278
Armenia	3,132	*10,600*	13,732	*6,052*	77	-	-	-	180	-	13,989
Aruba	1	-	1	*1*	5	-	-	-	1	-	7
Antigua and Barbuda	-	-	-	-	1	-	-	-	-	-	1
Australia	34,503	-	34,503	-	13,559	-	-	-	-	-	48,062
Austria	55,598	-	55,598	-	22,745	-	-	-	604	-	78,947
Azerbaijan	1,380	-	1,380	*1,380*	278	-	609,029	-	3,585	-	614,272
Bahamas	15	-	15	*14*	12	-	-	-	-	-	27
Bahrain	294	-	294	*294*	52	-	-	-	-	-	346
Bangladesh[11]	31,145	*200,000*	231,145	*35,645*	9	-	-	-	-	-	231,154
Barbados	1	-	1	*1*	-	-	-	-	-	-	1
Belarus	604	-	604	*272*	86	-	-	-	6,712	-	7,402
Belgium	25,633	-	25,633	-	11,483	-	-	-	2,466	-	39,582
Belize	21	-	21	*6*	63	-	-	-	-	-	84
Benin	194	-	194	*194*	108	-	-	-	-	-	302
Bolivia (Plurinational State of)	748	-	748	*161*	6	-	-	-	-	-	754
Bonaire	-	-	-	-	-	-	-	-	-	-	-
Bosnia and Herzegovina	6,926	-	6,926	*290*	42	130	84,500	18,949	792	52,437	163,776
Botswana	2,773	-	2,773	*2,773*	173	-	-	-	-	49	2,995
Brazil	5,196	-	5,196	*891*	4,634	-	-	-	2	12,318	22,150
British Virgin Islands	-	-	-	-	3	-	-	-	-	-	3
Brunei Darussalam	-	-	-	-	-	-	-	-	20,524	-	20,524
Bulgaria	4,320	-	4,320	*2,462*	4,560	-	-	-	-	-	8,880
Burkina Faso	29,234	-	29,234	*28,915*	791	-	-	-	-	-	30,025
Burundi	45,490	-	45,490	*45,490*	6,045	2,126	78,948	-	1,302	463	134,374
Cabo Verde	-	-	-	-	-	-	-	-	-	-	-
Cambodia	68	-	68	*68*	12	-	-	-	-	-	80
Cameroon	107,346	*7,407*	114,753	*114,753*	8,337	-	-	-	-	-	123,090
Canada	160,349	-	160,349	-	22,148	-	-	-	-	-	182,497
Cayman Islands	6	-	6	*6*	5	-	-	-	-	-	11
Central African Rep.	14,322	-	14,322	*14,322*	2,636	1	894,421	-	-	-	911,380
Chad	434,479	-	434,479	*410,979*	310	387	19,791	-	-	-	454,967
Chile	1,743	-	1,743	*185*	421	-	-	-	-	-	2,164
China[12]	301,047	-	301,047	*144*	380	-	-	-	-	-	301,427
- Hong Kong SAR, China	126	-	126	*126*	1,871	-	-	-	1	-	1,998
- Macao SAR, China	-	-	-	-	6	-	-	-	-	-	6
Colombia	224	-	224	*42*	71	17	5,368,138	-	12	-	5,368,462
Comoros	-	-	-	-	-	-	-	-	-	-	-
Congo	51,037	-	51,037	*51,037*	2,651	29	-	-	-	1,055	54,772
Costa Rica	12,749	*7,820*	20,569	*16,501*	616	-	-	-	-	-	21,185
Côte d'Ivoire	2,980	-	2,980	*2,980*	607	20,028	24,000	21,000	700,000	132	768,747
Croatia	656	*28*	684	*684*	210	503	-	-	2,886	18,046	20,329
Cuba	384	-	384	*257*	1	-	-	-	-	-	385
Curaçao	15	-	15	*15*	46	-	-	-	-	-	61
Cyprus[13]	3,883	-	3,883	-	2,651	-	-	-	-	-	6,534
Czech Rep.	3,184	-	3,184	-	314	-	-	-	1,502	-	5,000
Dem. Rep. of the Congo	113,362	-	113,362	*50,204*	1,461	68,428	2,963,799	595,200	-	71,257	3,813,507
Denmark	13,170	-	13,170	-	1,639	-	-	-	4,263	-	19,072
Djibouti	20,015	-	20,015	*20,015*	3,795	-	-	-	-	-	23,810
Dominica	-	-	-	-	-	-	-	-	-	-	-
Dominican Rep.[14]	721	-	721	*721*	824	-	-	-	210,000	-	211,545

Ecuador[15]	54,789	88,344	123,133	54,789	12,454	1	-	-	-	-	135,588
Egypt	230,086	-	230,086	180,086	23,159	-	-	-	23	-	253,268
El Salvador	44	-	44	31	5	-	-	-	-	-	49
Equatorial Guinea	-	-	-	-	-	-	-	-	-	-	-
Eritrea	3,166	-	3,166	3,166	3	-	-	-	-	64	3,233
Estonia	70	-	70	-	25	-	-	-	91,281	-	91,376
Ethiopia	433,936	-	433,936	433,936	934	29	-	-	-	1,004	435,903
Fiji	5	-	5	5	9	-	-	-	-	-	14
Finland	11,252	-	11,252	-	1,532	-	-	-	2,122	-	14,906
France	232,487	-	232,487	-	51,732	-	-	-	1,247	-	285,466
Gabon	1,594	-	1,594	1,594	2,436	-	-	-	-	-	4,030
Gambia	9,563	-	9,563	9,560	-	-	-	-	-	212	9,775
Georgia	356	491	847	847	340	1	257,611	-	778	-	259,575
Germany[16]	187,567	-	187,567	-	135,581	-	-	-	11,709	-	334,857
Ghana	18,681	-	18,681	18,664	1,836	3	-	-	-	-	20,520
Greece	3,485	-	3,485	-	49,830	-	-	-	178	19,534	73,027
Grenada	-	-	-	-	-	-	-	-	-	-	-
Guatemala	180	-	180	19	15	-	-	-	-	-	175
Guinea	8,560	-	8,560	8,560	315	3	-	-	-	-	8,878
Guinea-Bissau	8,535	-	8,535	8,535	109	-	-	-	-	-	8,644
Guyana	11	-	11	4	-	-	-	-	-	-	11
Haiti	-	-	-	-	13	-	-	-	-	-	13
Honduras	16	-	16	4	22	-	-	-	1	-	39
Hungary	2,440	-	2,440	-	1,886	-	-	-	113	-	4,439
Iceland	79	-	79	-	279	-	-	-	119	-	477
India	188,395	-	188,395	22,721	3,675	-	-	-	-	-	192,070
Indonesia	3,206	-	3,206	3,206	7,110	-	-	-	-	-	10,316
Iran, Islamic Rep. of	857,354	-	857,354	857,354	47	1	-	-	-	-	857,402
Iraq	246,298	-	246,298	246,298	5,991	60,881	954,128	63,270	120,000	-	1,450,568
Ireland	6,001	-	6,001	-	5,507	-	-	-	73	-	11,581
Israel[17]	103	48,222	48,325	4,656	7,889	-	-	-	14	-	56,228
Italy	78,081	-	78,081	-	13,653	-	-	-	350	-	92,084
Jamaica	21	-	21	21	1	-	-	-	-	-	22
Japan[18]	2,584	-	2,584	555	6,742	-	-	-	852	-	10,178
Jordan[19]	641,915	-	641,915	606,692	4,397	-	-	-	-	-	646,312
Kazakhstan	584	-	584	584	77	-	-	-	6,942	3,675	11,278
Kenya	534,938	-	534,938	534,938	52,285	-	-	-	20,000	-	607,223
Kuwait	635	-	635	635	1,030	-	-	-	93,000	-	94,665
Kyrgyzstan	466	-	466	466	378	-	-	-	11,425	-	12,269
Lao People's Dem. Rep.	-	-	-	-	-	-	-	-	-	-	-
Latvia	180	-	180	-	194	-	-	-	267,789	-	268,143
Lebanon	856,546	-	856,546	856,546	2,274	-	-	-	-	3,706	862,526
Lesotho	30	-	30	-	-	-	-	-	-	-	30
Liberia	53,245	8	53,253	53,253	54	84	-	-	1	1,540	54,932
Libya	25,561	-	25,561	25,561	6,606	-	53,579	5,360	-	-	91,086
Liechtenstein	97	-	97	-	17	-	-	-	2	-	116
Lithuania	916	-	916	-	74	-	-	-	3,892	-	4,882
Luxembourg	2,873	-	2,873	-	1,019	-	-	-	177	-	4,069
Madagascar	12	-	12	12	-	-	-	-	-	1	13
Malawi	5,796	-	5,796	5,796	11,139	-	-	-	-	-	16,935
Malaysia	96,868	645	97,513	97,507	43,039	-	-	-	40,000	80,000	260,552
Mali	14,316	-	14,316	13,832	293	14,281	254,822	42,253	-	-	325,965
Malta	9,906	-	9,906	-	902	-	-	-	-	-	10,808
Mauritania	66,767	26,000	92,767	66,767	845	-	-	-	-	-	93,612
Mauritius	-	-	-	-	-	-	-	-	-	-	-
Mexico	1,831	-	1,831	286	1,352	-	-	-	13	-	3,196
Micronesia (Federated States of)	-	-	-	-	-	-	-	-	-	-	-
Monaco	34	-	34	-	-	-	-	-	-	-	34
Mongolia	9	-	9	9	4	-	-	-	16	-	29
Montenegro	8,476	-	8,476	8,476	195	-	-	-	3,341	8,093	20,105
Montserrat	-	-	-	-	-	-	-	-	-	-	-
Morocco	1,470	-	1,470	1,470	3,503	-	-	-	-	-	4,973
Mozambique	4,445	-	4,445	2,344	10,674	-	-	-	-	-	15,119
Myanmar[20]	-	-	-	-	-	3,009	372,000	27,383	810,000	-	1,212,392
Namibia	2,332	-	2,332	2,332	1,152	28	-	-	-	1,880	5,182
Nauru[17]	-	-	-	-	534	-	-	-	-	-	534
Nepal[21]	46,305	-	46,305	31,305	236	-	-	-	-	425	46,966
Netherlands[22]	74,707	-	74,707	-	10,420	-	-	-	1,951	-	87,078
New Zealand	1,403	-	1,403	-	308	-	-	-	-	-	1,711
Nicaragua	189	-	189	88	17	-	-	-	1	-	207
Niger	57,661	-	57,661	57,661	84	-	-	-	-	35,166	92,911
Nigeria	1,694	-	1,694	1,694	815	17	-	-	-	-	2,526
Norway	46,106	-	46,106	-	8,344	-	-	-	1,975	-	54,425
Oman	138	-	138	138	79	-	-	-	-	-	217

Pakistan	1,616,507	-	1,616,507	*1,616,507*	5,386	4	747,498	90,637	-	-	2,460,032
Palau	1	-	1	*1*	-	-	-	-	-	-	1
Panama	2,665	*15,000*	17,665	*231*	630	-	-	-	2	-	18,297
Papua New Guinea[15]	4,797	*4,581*	9,378	-	404	-	-	-	-	-	9,782
Paraguay	136	-	136	*13*	1	-	-	-	-	-	137
Peru	1,162	-	1,162	*79*	507	-	-	-	-	-	1,669
Philippines	182	-	182	*35*	79	-	117,369	211,607	6,015	68	335,320
Poland	16,438	-	16,438	-	2,151	-	-	-	10,825	-	29,414
Portugal	598	-	598	-	206	-	-	-	553	-	1,357
Qatar	130	-	130	*130*	11	-	-	-	1,200	-	1,341
Rep. of Korea	547	-	547	*139*	2,397	-	-	-	194	-	3,138
Rep. of Moldova	250	-	250	*250*	87	-	-	-	2,029	-	2,366
Romania	1,770	-	1,770	*161*	150	-	-	-	297	-	2,217
Russian Federation	3,458	-	3,458	*3,458*	1,240	-	-	-	178,000	7,259	189,957
Rwanda	73,349	-	73,349	*73,349*	214	7,803	-	-	-	124	81,490
Saint Kitts and Nevis	-	-	-	-	2	-	-	-	-	-	2
Saint Lucia	5	-	5	*5*	1	-	-	-	-	-	6
Saint Vincent and the Grenadines	-	-	-	-	-	-	-	-	-	-	-
Sao Tome and Principe	-	-	-	-	-	-	-	-	-	-	-
Saudi Arabia	532	*27*	559	*559*	99	-	-	-	70,000	-	70,658
Senegal	14,247	-	14,247	*14,247*	2,481	-	-	-	-	-	16,728
Serbia (and Kosovo: S/RES/1244 (	57,083	-	57,083	*7,816*	400	168	227,495	780	4,195	777	290,898
Sierra Leone	2,817	-	2,817	*1,583*	38	-	-	-	-	-	2,855
Singapore	3	-	3	*3*	-	-	-	-	-	-	3
Snt Maarten (Dutch part)	3	-	3	*3*	1	-	-	-	-	-	4
Slovakia	701	-	701	-	200	-	-	-	1,523	138	2,562
Slovenia	213	-	213	-	21	-	-	-	4	-	238
Solomon Islands	-	-	-	-	3	-	-	-	-	-	3
Somalia	2,425	-	2,425	*2,425*	9,876	36,100	1,133,000	104,706	-	69	1,286,176
South Africa[23]	65,881	-	65,881	*13,147*	232,211	-	-	-	-	-	298,092
South Sudan[24]	229,587	-	229,587	*229,587*	39	394	331,097	-	-	-	561,117
Spain	4,637	-	4,637	-	4,344	-	-	-	270	-	9,251
Sri Lanka[25]	145	-	145	*145*	1,607	920	42,191	40,691	-	-	85,554
State of Palestine	-	-	-	-	-	5	-	-	-	-	5
Sudan[26]	124,328	*35,529*	159,857	*99,663*	10,808	16,954	1,873,300	19,471	-	3,259	2,083,649
Suriname	-	-	-	-	-	-	-	-	-	-	-
Swaziland	507	-	507	*163*	535	-	-	-	-	3	1,045
Sweden	114,175	-	114,175	-	27,724	-	-	-	20,450	-	162,349
Switzerland	52,464	-	52,464	-	22,130	-	-	-	79	-	74,673
Syrian Arab Rep.[27]	149,292	-	149,292	*31,390*	2,495	140,761	6,520,800	-	160,000	-	6,973,348
Tajikistan	2,048	-	2,048	*1,947*	2,271	-	-	-	1,364	-	5,683
The former Yugoslav Republic of Macedonia	687	*295*	982	*982*	1,092	-	-	-	819	-	2,893
Thailand[28]	78,970	*57,529*	136,499	*78,970*	4,712	-	-	-	506,197	216	647,624
Timor-Leste	-	-	-	-	2	-	-	-	-	-	2
Togo	20,613	-	20,613	*12,150*	429	112	-	-	-	-	21,154
Tonga	3	-	3	*3*	-	-	-	-	-	-	3
Trinidad and Tobago	20	-	20	*4*	42	-	-	-	-	-	62
Tunisia	730	-	730	*730*	364	3	-	-	-	-	1,097
Turcs and Caicos Islands	4	-	4	*4*	6	-	-	-	-	-	10
Turkey[29]	609,938	-	609,938	*609,938*	52,467	-	-	-	780	306	663,491
Turkmenistan	45	-	45	*45*	-	-	-	-	8,320	-	8,365
Uganda	220,555	-	220,555	*220,555*	24,221	4	-	-	-	50,000	294,780
Ukraine	2,968	-	2,968	*516*	5,478	-	-	-	33,271	-	41,717
United Arab Emirates	603	-	603	*603*	77	-	-	-	-	-	680
United Kingdom	126,055	-	126,055	-	23,070	-	-	-	205	-	149,330
United Rep. of Tanzania	102,099	-	102,099	*79,872*	407	-	-	-	-	162,256	264,762
United States[30]	263,662	-	263,662	-	84,343	-	-	-	-	-	348,005
Uruguay	203	-	203	*99*	42	-	-	-	-	-	245
Uzbekistan	141	-	141	*141*	-	-	-	-	-	-	141
Vanuatu	2	-	2	*2*	1	-	-	-	-	-	3
Venezuela (Bolivarian Republic of)	4,340	*200,000*	204,340	*23,269*	1,073	-	-	-	-	-	205,413
Viet Nam	-	-	-	-	-	-	-	-	11,000	-	11,000
Yemen	241,288	-	241,288	*241,288*	8,197	4	306,614	93,055	-	-	649,158
Zambia	23,594	-	23,594	*23,594*	2,220	-	-	-	-	27,205	53,019
Zimbabwe	6,389	-	6,389	*6,389*	480	2	60,139	-	-	97	67,107
Total	11,003,862	699,317	11,703,179	*8,519,364*	1,171,762	414,554	23,925,555	1,356,182	3,469,250	836,100	42,876,582

UNHCR Bureaux											
- Central Africa-Great Lakes	508,599	7,407	516,006	430,621	24,187	78,387	3,937,188	586,200	1,302	236,155	5,387,405
- East and Horn of Africa	2,003,429	35,529	2,038,958	1,955,264	102,271	53,868	3,357,188	124,177	20,000	54,396	5,750,858
- Southern Africa	135,542	-	135,542	81,622	278,633	1,696	60,139	-	-	29,015	505,025
- Western Africa	242,340	8	242,348	231,828	7,960	34,528	278,822	63,253	700,001	37,050	1,363,962
Total Africa	2,889,910	42,944	2,932,854	2,679,335	413,051	168,479	7,633,317	782,630	721,303	355,616	13,007,250
Asia and Pacific	3,267,531	279,546	3,547,077	2,784,496	94,924	43,600	1,910,344	392,148	1,422,850	359,870	7,770,813
Middle East and North Africa	2,556,538	74,249	2,630,787	2,333,988	88,885	201,655	7,835,121	161,675	444,237	3,708	11,346,066
Europe	1,775,087	11,414	1,786,501	643,677	464,603	802	1,178,635	19,729	670,828	104,590	4,225,688
Americas	514,796	291,164	805,960	97,868	130,299	18	5,368,138	-	210,032	12,318	6,526,765
Total	11,003,862	699,317	11,703,179	8,519,364	1,171,762	414,554	23,925,555	1,356,182	3,469,250	836,100	42,876,582
UN major regions											
Africa	3,308,674	68,944	3,377,618	3,024,094	449,345	168,483	7,686,896	787,980	721,328	355,616	13,547,264
Asia	5,983,260	334,305	6,317,565	5,371,931	168,310	245,252	10,558,526	548,473	1,872,385	363,882	20,074,613
Europe	1,156,398	323	1,156,721	25,460	408,790	801	311,995	19,729	665,507	104,284	2,667,827
Latin America and the Caribbean	90,785	291,164	381,949	97,868	23,808	18	5,368,138	-	210,032	12,318	5,996,263
Northern America	424,011	-	424,011	-	106,491	-	-	-	-	-	530,502
Oceania	40,714	4,581	45,295	11	14,818	-	-	-	-	-	60,113
Total	11,003,862	699,317	11,703,179	8,519,364	1,171,762	414,554	23,925,555	1,356,182	3,469,250	836,100	42,876,582

Notes

The data are generally provided by Governments, based on their own definitions and methods of data collection.

A dash ("-") indicates that the value is zero, not available or not applicable.

[1] Country or territory of asylum or residence.

[2] Persons recognized as refugees under the 1951UN Convention/1967 Protocol, the 1969 OAU Convention, in accordance with the UNHCR Statute, persons granted a complementary form of protection and those

[3] This category is descriptive in nature and includes groups of persons who are outside their country or territory of origin and who face protection risks similar to those of refugees, but for whom refugee status has, for practical or other reasons, not been ascertained.

[4] Persons whose application for asylum or refugee status is pending at any stage in the asylum procedure.

[5] Refugees who have returned to their place of origin during the calendar year. Source: country of origin and asylum.

[6] Persons who are displaced within their country and to whom UNHCR extends protection and/or assistance. It also includes people in IDP-like situations. This category is descriptive in nature and includes groups of persons who are inside their country of nationality or habitual residence and who face protection risks similar to those of IDPs but who, for practical or other reasons, could not be reported as such.

[7] IDPs protected/assisted by UNHCR who have returned to their place of origin during the calendar year.

[8] Refers to persons who are not considered as nationals by any State under the operation of its law. This category refers to persons who fall under the agency's statelessness mandate because they are stateless according to this international definition, but data from some countries may also include persons with undetermined nationality.

[9] Refers to individuals who do not necessarily fall directly into any of the other groups but to whom UNHCR may extend its protection and/or assistance services. These activities might be based on humanitarian or other special grounds.

[10] According to the Government of Algeria, there are an estimated 165,000 Sahrawi refugees in the Tindouf camps.

[11] The total figure includes 200,000 persons originating from Myanmar in a refugee-like situation. The Government of Bangladesh estimates the population to be between 300,000 and 500,000.

[12] The 300,000 Vietnamese refugees are well integrated and in practice receive protection from the Government of China.

[13] UNHCR's assistance activities for IDPs in Cyprus ended in 1999. Visit the website of the Internal Displacement Monitoring Centre (IDMC) for further information.

[14] The figure for stateless persons is based on an official survey released in May 2015 by the National Bureau for Statistics and refers to the estimated number of individuals resident in the country who belong to the first generation born on Dominican territory to Haitian migrant parents. No population data is currently available on subsequent generations born in the Dominican Republic.

[15] Figure for asylum-seekers refers to mid-2015 in the absence of updated information available.

[16] Refugee figures in Germany were reduced due to an alignment of the definitions used to count refugees. As a result, only those with a particular protection status are now included in the statistics reported by UNHCR. Persons potentially of concern to UNHCR but who cannot be identified as such based on the nature of their recorded status are no longer taken into account for statistical purposes. This figure is consistent with the one used by the Government of Germany when responding to Parliament regarding queries over the number of refugees and persons benefiting from protection status in Germany.

[17] All figures refer to mid-2015 in the absence of updated information available.

[18] Figures are UNHCR estimates.

[19] Refugee figure for Iraqis in Jordan is a Government estimate. UNHCR has registered and is assisting 20,300 Iraqis at the end of 2015.

[20] IDP figure in Myanmar includes 35,000 people who are in an IDP-like situation.

[21] Various studies estimate that a large number of individuals lack citizenship certificates in Nepal. While these individuals are not all necessarily stateless, UNHCR has been working closely with the Government of Nepal and partners to address this situation.

[22] Data for asylum-seekers refers to the end of 2011(no updated information available).

[23] Asylum-seekers (pending cases) refers to an estimated 86,600 undecided cases at first instance at the end of 2015 and 165,400 undecided cases on appeal at the end of 2012.

[24] IDP figure in South Sudan includes 155,200 people who are in an IDP-like situation.

[25] The statistics of the remaining IDPs at the end of 2015, while provided by the Government authorities at the district level, are being reviewed by the central authorities. Once this review has been concluded, the statistics will be changed accordingly.

[26] IDP figure in Sudan includes 77,300 people who are in an IDP-like situation.

[27] Refugee figure for Iraqis in the Syrian Arab Republic is a Government estimate. UNHCR has registered and is assisting 26,300 Iraqis at the end of 2015.

[28] The reported figure for persons in a refugee-like situation refers to 57,500 unregistered persons originating from Myanmar living in the refugee camps.

[29] Refugee figure for Syrians in Turkey is a Government estimate.

[30] The refugee figure for the United States of America is currently under review, which may lead to an adjustment in future reports.

Source: UNHCR/Governments.

Table 2

UNHCR budget and expenditure in 2013

United States dollars

Sub-Region / Region	Ledger	Pillar 1 Refugee programme	Pillar 2 Stateless programme	Pillar 3 Reintegration projects	Pillar 4 IDP projects	Total
West Africa	Budget	245,228,581	2,391,416	6,511,468	30,017,940	284,149,405
	Expenditure	132,962,774	1,522,489	3,205,846	16,914,218	154,605,327
East and Horn of Africa	Budget	1,033,380,645	14,417,342	22,009,343	132,215,207	1,202,022,538
	Expenditure	530,119,955	5,858,884	4,864,360	49,051,635	589,894,834
Central Africa and the Great Lakes	Budget	239,845,521	8,685,665	55,780,480	92,799,251	397,110,918
	Expenditure	142,495,217	2,142,835	18,386,063	23,786,156	186,810,271
Southern Africa	Budget	78,759,162	2,885,892	0	1,826,904	83,471,958
	Expenditure	39,340,045	800,275	0	673,844	40,814,164
Subtotal Africa	**Budget**	**1,597,213,910**	**28,380,315**	**84,301,291**	**256,859,303**	**1,966,754,819**
	Expenditure	**844,917,991**	**10,324,483**	**26,456,269**	**90,425,853**	**972,124,596**
North Africa	Budget	163,002,928	2,364,989	0	2,790,418	168,158,334
	Expenditure	96,068,315	445,316	0	313,536	96,827,166
Middle East	Budget	1,060,619,849	3,644,830	27,304,149	353,589,084	1,445,157,911
	Expenditure	691,734,211	1,310,628	14,494,972	253,639,320	961,179,131
Subtotal North Africa and Middle East	**Budget**	**1,223,622,777**	**6,009,819**	**27,304,149**	**356,379,502**	**1,613,316,245**
	Expenditure	**787,802,526**	**1,755,944**	**14,494,972**	**253,952,856**	**1,058,006,297**
South-West Asia	Budget	157,790,265	1,489,108	125,470,483	67,567,981	352,317,837
	Expenditure	87,252,591	78,690	44,240,403	31,101,109	162,672,793
Central Asia	Budget	10,698,363	3,360,446	0	4,045,439	18,104,248
	Expenditure	6,130,631	2,041,855	0	1,328,660	9,501,147
South Asia	Budget	30,535,285	1,595,971	4,258,080	2,450,570	38,839,905
	Expenditure	18,647,258	777,867	1,216,568	950,553	21,592,247
South-East Asia	Budget	86,931,983	15,848,721	0	67,271,552	170,052,256
	Expenditure	39,400,451	7,405,290	0	39,872,907	86,678,648
East Asia and the Pacific	Budget	14,937,388	408,012	0	0	15,345,400
	Expenditure	10,842,344	310,267	0	0	11,152,611
Subtotal Asia and the Pacific	**Budget**	**300,893,284**	**22,702,258**	**129,728,563**	**141,335,541**	**594,659,646**
	Expenditure	**162,273,276**	**10,613,969**	**45,456,971**	**73,253,229**	**291,597,445**
Eastern Europe	Budget	254,585,954	3,291,168	0	13,076,261	270,953,382
	Expenditure	87,061,243	1,555,149	0	5,192,328	93,808,719
South-Eastern Europe	Budget	18,198,548	5,251,053	7,221,240	20,249,857	50,920,698
	Expenditure	10,145,410	4,032,664	4,975,236	7,802,378	26,955,688
North, West and South Europe	Budget	59,152,601	4,116,589	0	0	63,269,190
	Expenditure	46,801,588	3,231,526	0	0	50,033,114
Subtotal Europe	**Budget**	**331,937,104**	**12,658,810**	**7,221,240**	**33,326,118**	**385,143,271**
	Expenditure	**144,008,241**	**8,819,339**	**4,975,236**	**12,994,706**	**170,797,521**
North America and the Caribbean	Budget	7,781,759	8,883,579	0	3,935,343	20,600,682
	Expenditure	6,535,602	4,209,044	0	1,088,159	11,832,805
Latin America	Budget	52,593,157	493,324	0	28,388,581	81,475,062
	Expenditure	30,023,288	389,037	0	18,870,843	49,283,167
Subtotal Americas	**Budget**	**60,374,916**	**9,376,903**		**32,323,924**	**102,075,743**
	Expenditure	**36,558,890**	**4,598,081**		**19,959,002**	**61,115,973**
Subtotal Field	**Budget**	**3,514,041,990**	**79,128,104**	**248,555,242**	**820,224,387**	**4,661,949,724**
	Expenditure	**1,975,560,924**	**36,111,815**	**91,383,448**	**450,585,645**	**2,553,641,832**
Global Programmes	Budget	224,857,489	0	0	0	224,857,489
	Expenditure	216,660,107	0	0	0	216,660,107
Headquarters[1]	Budget	197,533,792	0	0	0	197,533,792
	Expenditure	193,512,535	0	0	0	193,512,535
Subtotal Programmed Activities	**Budget**	**3,936,433,271**	**79,128,104**	**248,555,242**	**820,224,387**	**5,084,341,004**
	Expenditure	**2,385,733,566**	**36,111,815**	**91,383,448**	**450,585,645**	**2,963,814,474**
Operational Reserve	Budget	222,086,565	0	0	0	222,086,565
NAM Reserve	Budget	16,946,803	0	0	0	16,946,803
JPO	Budget	12,000,000	0	0	0	12,000,000
	Expenditure	8,010,341	0	0	0	8,010,341
Total	**Budget**	**4,187,466,639**	**79,128,104**	**248,555,242**	**820,224,387**	**5,335,374,372**
	Expenditure	**2,393,743,907**	**36,111,815**	**91,383,448**	**450,585,645**	**2,971,824,815**

[1] Includes allocations from the UN Regular Budget as follows: USD 46,323,700 (Budget) and USD 46,323,700 (Expenditure).

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Report of the Commissioner-General of the United Nations Relief and Works Agency for Palestine Refugees in the Near East

1 January-31 December 2013

United Nations • New York, 2014

Note

Symbols of United Nations documents are composed of letters combined with figures. Mention of such a symbol indicates a reference to a United Nations document.

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Letter of transmittal

25 August 2014

I have the honour to submit to the General Assembly the annual report on the work of the United Nations Relief and Works Agency for Palestine Refugees in the Near East (UNRWA) for 2013. The report is submitted in compliance with the request contained in paragraph 21 of resolution 302 (IV) of 8 December 1949 and with paragraph 8 of resolution 1315 (XIII) of 12 December 1958.

As in previous years, the report describes political, economic, security and operational developments in UNRWA fields of activities in the Syrian Arab Republic, Lebanon, Jordan and the occupied Palestinian territory, including East Jerusalem, as well as significant legal matters, progress in programme reforms, the Agency's financial situation and priorities for the coming year. The report also presents a review of progress towards human development goals, as set out in the Agency's medium-term strategy for 2010-2015.

The Advisory Commission of UNRWA, comprising 25 Member States and 3 observers, endorsed a draft of this report prior to its June 2014 session, and a letter, addressed to me from the Chair of the Commission, is contained in this report. The ongoing engagement and constructive advice of the Commission continues to be essential to UNRWA. In accordance with the usual practice, a draft of the report has also been shared with representatives of the Government of Israel.

This is my first report to the General Assembly since beginning my tenure as Commissioner-General in April 2014, and I take this opportunity to provide an update on developments in the UNRWA area of operations over the past months.

At the time of submitting this report, the dramatic escalation of the conflict in the Gaza Strip and Israel since 8 July 2014 is ongoing. It has caused immense human suffering and devastation. The numbers of civilian fatalities, injuries and displacement are unprecedented in recent years, and the scale of the destruction of homes and other civilian infrastructure in the Gaza Strip is deeply alarming. UNRWA facilities, several of which were sheltering civilians displaced as a result of the hostilities, with full knowledge of the parties to the hostilities, have been hit on multiple occasions. I repeat my call for a thorough investigation into these serious incidents, which resulted in serious loss of life and injuries. I also reiterate my condemnation in the strongest possible terms of all violations of international law, including with regard to the inviolability of United Nations premises, and the storing of weapons by armed groups in UNRWA schools.

A comprehensive agreement is needed to address the underlying causes of this escalation, and it is clear that there can be no return to the pre-existing conditions under the blockade. The illegal Israeli blockade of the Gaza Strip, restricting the exit and entry of goods and persons, which has crippled the economy and has had a

severe impact on the health and living conditions of Palestine refugees, must be lifted.

In the West Bank, Palestine refugees' lives are becoming increasingly unpredictable and insecure, as the worrying trends of increasing violence, particularly in recent months, including increasing use of live ammunition by Israeli security forces, and an increasing number of incursions by the Israeli security forces into Palestine refugee camps, continued into 2014. Israeli settlement construction, settler violence, home demolitions, arrests, detention and forced displacement have also continued to affect Palestinians across the West Bank, including Palestine refugees. The regime of movement restrictions, settlement expansion and the barrier have made life increasingly untenable for the Palestinian people.

The conflict in the Syrian Arab Republic has continued to claim the lives of Palestine refugees, and to injure and displace many more. UNRWA provided direct assistance to Palestine refugees inside the Syrian Arab Republic, as well as to those who have fled to Lebanon and Jordan. In 2014, UNRWA delivered vital assistance to Palestine refugees inside the Syrian Arab Republic, including food assistance to almost 100,000 families, as well as maintaining core services to the greatest extent possible. In Jordan and Lebanon, UNRWA provided cash assistance for food and other items to Palestine refugees from the Syrian Arab Republic, as well as ensuring access to the Agency's health clinics and schools. I repeat my call for safe, uninterrupted and substantial humanitarian access in the Syrian Arab Republic, and for all parties to the conflict to respect human life and the neutrality and inviolability of UNRWA facilities.

Lebanon and Jordan have been generous in offering sanctuary to over 1 million civilians fleeing the Syrian Arab Republic, despite the substantial burden this has placed on them. It is vital that the fundamental principle of non-refoulement be honoured with regard to Palestine refugees fleeing the conflict in the Syrian Arab Republic and that they are not discriminated against, in accordance with international law. It is also vital that the international community continue to provide support to both countries.

The UNRWA response to the crises in the Gaza Strip and in the Syrian Arab Republic would not be possible without the dedication and bravery of UNRWA staff, who have shown extraordinary courage in continuing to work in extremely difficult circumstances. I take this opportunity to honour fallen colleagues in the Gaza Strip, the West Bank and the Syrian Arab Republic, and to commend all UNRWA staff for their work and for their commitment to Palestine refugees.

From my visits to all UNRWA areas of operations, it is evident that the situation facing Palestine refugees across the region is completely unsustainable. With the current escalation of violence in the occupied Palestinian territory, the suspension of Israeli-Palestinian peace talks and the increasing hardship facing Palestine refugees in the Syrian Arab Republic, the international community must reaffirm its commitment to Palestine refugees, until there is a just and lasting solution to their plight.

(*Signed*) Pierre **Krähenbühl**
Commissioner-General

Letter dated 17 June 2014 from the Chair of the Advisory Commission of the United Nations Relief and Works Agency for Palestine Refugees in the Near East addressed to the Commissioner-General of the Agency

At its regular session held in Amman on 16 and 17 June 2014, the Advisory Commission of the United Nations Relief and Works Agency for Palestine Refugees in the Near East (UNRWA) considered your draft annual report on UNRWA activities and operations, covering the period from 1 January 2013 to 31 December 2013, to be submitted to the General Assembly at its forthcoming sixty-ninth session.

The Commission commends UNRWA for its efforts to continue delivering services to Palestine refugees and underscores the vital role of UNRWA in contributing to regional stability until a just solution is reached, in accordance with relevant United Nations resolutions (General Assembly resolutions 194 (III) and 302 (IV)). The Commission expresses its utmost appreciation to Filippo Grandi for his significant contribution to strengthening UNRWA during his tenure with the Agency including as Commissioner-General from January 2010 to March 2014, and welcomes you as the new Commissioner-General following your appointment on 30 March 2014. The Commission will continue to support you in implementing the work of the Agency.

The Commission is concerned that during 2013 conflict continued to affect both the lives of Palestine refugees and the ability of the Agency to serve their needs. In this context, the Commission recognizes the ongoing vulnerability of Palestine refugees, who have been affected by displacement for over six decades.

The Commission is alarmed by the severe worsening of the situation in the Syrian Arab Republic during 2013 as a result of ongoing conflict, and notes that the Palestine refugee community, numbering 540,000 as at December 2013, has been affected by death, injury, the destruction of homes and businesses and/or displacement across the country and region, including by armed clashes in many of the Palestinian refugee camps. The Commission deplores the death of five UNRWA staff members in the Syrian Arab Republic as a result of the conflict in 2013, and expresses its condolences to their families, friends and colleagues.

The Commission commends the UNRWA field staff in the Syrian Arab Republic for concretely supporting the resilience of Palestine refugees in the Syrian Arab Republic by ensuring the continuity, to the extent possible, of UNRWA education, health, relief and other services alongside a robust humanitarian response in coordination with the concerned authorities, as noted in the report of the Commissioner-General, chapter I-A, paragraph 3. The Commission notes with grave concern the restrictions on humanitarian access to many camps and other refugee communities. Much more needs to be done by all parties to guarantee safe, unimpeded, and full humanitarian access to all areas where Palestine refugees reside across the Syrian Arab Republic. The critical issue of detention of UNRWA staff and Palestine refugees must also be addressed. In addition, the Commission expresses appreciation to donors who have contributed generously to the Agency's humanitarian appeal for the Syrian Arab Republic, and urges continuing support in that regard so long as conditions on the ground require it.

The Commission recognizes that the arrival of Palestine refugees from the Syrian Arab Republic has resulted in additional strain on neighbouring host countries and appreciates the generosity of those who have offered refuge to this vulnerable population. UNRWA estimates that approximately 80,000 Palestine refugees in the Syrian Arab Republic have been externally displaced since the start of the conflict in the Syrian Arab Republic.

The Commission notes the continued efforts of the Agency to address the needs of Palestine refugees in Lebanon. It stresses the need for sustained efforts to help the refugees improve their living conditions based on rights they enjoy as refugees, and commends UNRWA for its response to address the needs of more than 52,000 Palestine refugees recorded with UNRWA who have fled from the Syrian Arab Republic.

The Commission is further concerned about the ongoing restrictions on the movement of goods and persons into and out of the Gaza Strip imposed by the Government of Israel, further devastating Gaza's trade-oriented economy, and deepening its dependence on aid. The tightening of restrictions on the import of construction materials in late 2013 has increased delays faced by UNRWA, and increased costs, in implementing vital projects, including housing, clinics and schools.

The Commission also notes the further deterioration of the humanitarian situation during 2013 in the Gaza Strip caused by the reduction in access to basic commodities, including fuel.

The Commission is very concerned that the forced displacement, demolitions and destruction of homes and economic assets, the separation barrier, the closure and other restrictions on movement, imposed by the Israeli authorities in the West Bank, including those in East Jerusalem, continued to have a profound effect on the living conditions of Palestine refugees. The Commission notes that sustained restrictions on the movement of people and goods continue to obstruct economic growth, leading to high rates of unemployment, poverty and food insecurity, with serious implications for the well-being of Palestine refugees. Furthermore, the Commission deplores the sharp increase in violence, including the use of lethal force in the West Bank in 2013, which resulted in the deaths of 17 refugees, including the killing of an UNRWA staff member by Israeli military forces in Kalandia refugee camp in August 2013. We also express serious concerns about their violation of the immunity of UNRWA premises in the West Bank on at least 48 occasions during 2013. The Commission asks all parties to refrain from violating the neutrality of UNRWA installations.

The Commission remains concerned about the level of threats and attacks against UNRWA personnel in conflict areas, in particular threats to and attacks on locally recruited staff while delivering services.

The Commission calls for the removal of all Israeli restrictions regarding the movement of UNRWA staff and goods in line with the November 2005 Agreement on Movement and Access concluded between the Government of Israel and the Palestinian Authority, and the 1967 Comay-Michelmore agreement between UNRWA and the Government of Israel.

The Commission calls on all parties fully to respect United Nations resolutions and international law, including international humanitarian law. The Commission

remains extremely concerned about the lack of Agency access to, and information on, its staff detained by relevant authorities, and reminds these authorities of their obligations with reference to General Assembly resolution 36/232.

The Commission notes and remains concerned about the continuing decline in the Agency's annual emergency appeal revenue for the West Bank and Gaza and for assistance for the displaced of Nahr el-Bared. The Commission urges all donors to fulfil outstanding pledges for the reconstruction of Nahr el-Bared in order to allow displaced residents the opportunity to return to their homes and livelihoods as soon as possible.

The Commission is concerned about the increasing demands on UNRWA in Jordan, and stresses the need to ensure that adequate services, in scope and quality, are delivered to the refugees, in order to maintain stability.

The Commission remains concerned about persisting funding shortfalls, in particular for the UNRWA General Fund, which undermine the Agency efforts to promote human development and meet refugees' needs. The Commission recognizes the successful resource mobilization efforts of the Agency, which in 2013 brought about increased predictability of contributions to the General Fund, higher contributions from non-traditional donors and private sources, an increased share of contribution to the General Fund from Arab countries, and consequently further evidence of diversification in funding sources. The Commission similarly appreciates the long-term support of major donors, and the renewed efforts of members of the League of Arab States to cover 7.8 per cent of the General Fund. The Commission notes however, that while in 2013 the Agency recorded the highest level of resource mobilization, the medium-to-long-term funding concerns of UNRWA must continue to be addressed.

The Commission commends UNRWA for the progress made in reforms of its programmes in health and education, and improved effectiveness in delivering services to refugees in cooperation with host countries, and urges UNRWA to continue the dialogue with stakeholders in the planning and implementation of these reforms, to ensure accountability, and to continue to incorporate greater efficiencies in programming.

The Commission supports UNRWA in the preparation of its medium-term strategy for 2016-2021, and welcomes the progress made.

The Commission highly commends the support by host countries and host authorities, and donors, for the work and activities of UNRWA.

(*Signed*) Hassan **Mneymneh**
Chair of the Advisory Commission

Chapter I
Contextual overview

A. Political, economic and security developments

1. During 2013, for the third consecutive year, recurring conflict, and the consequences thereof, continued to affect all five fields of operation of the United Nations Relief and Works Agency for Palestine Refugees in the Near East (UNRWA). To a varying degree across the Agency's fields of operation, impediments inhibited Palestine refugees from enjoying their rights under international law. Against an increasingly difficult regional environment, Palestine refugees have also been affected by the persistent funding shortfalls of UNRWA, which have undermined the efforts of the Agency to promote human development and meet humanitarian needs. These trends serve to underline the ongoing vulnerability of a refugee population that has suffered the effects of over six decades of displacement, and whose plight can only be fully resolved by a just and durable solution, in accordance with international law and relevant United Nations resolutions.

2. The humanitarian crisis in the Syrian Arab Republic continued to worsen during the reporting period, as a result of the ongoing armed conflict, which has increasingly affected the 540,000 Palestine refugees registered with UNRWA in the country as at December 2013. During 2013, five UNRWA staff members were killed and eight were injured in violence related to the conflict in the Syrian Arab Republic. Many Palestine refugees continued to maintain a position of neutrality. However, during the reporting period, a significant number of Palestine refugee camps and neighbourhoods were engulfed by armed clashes, many involving the use of heavy weapons. Almost the entire refugee community was affected by conflict-related deaths, destruction and displacement across the country. The Agency repeatedly called on all parties to the conflict to abide by their obligations under international law. Many Palestine refugees have been killed or seriously injured during the conflict in Syria, including in incidents that affected UNRWA installations. Verified figures on the total number of Palestine refugee casualties during the reporting period are not available. Throughout 2013 the siege of Yarmouk, which raises serious concerns under international law,[1] continued to inflict intense suffering and deprivation on the civilian population, with regular reports of casualties as a result of shelling and other armed violence. Widespread malnutrition, hunger and lack of food, medicines and other essential commodities, utilities and services emerged as a significant concern in the latter part of 2013. Despite calls by the international community for humanitarian access, notably in the Security Council presidential statement of 2 October 2013 (S/PRST/2013/15), UNRWA access to Yarmouk was not possible during the reporting period. The Agency estimates that by 31 December 2013, approximately 340,000 Palestine refugees had left their homes to seek safety either elsewhere in the Syrian Arab Republic (approximately 270,000), Lebanon (approximately 51,000), Jordan (approximately 10,000) or further afield (approximately 10,000).

[1] See press release and note of the Office of the United Nations High Commissioner for Human Rights, issued 19 February 2014, available from http://www.ohchr.org/EN/NewsEvents/Pages/DisplayNews.aspx?NewsID=14262&LangID=E.

3. Owing to conflict, access to food and other essential commodities became increasingly difficult in many areas of Damascus, Dar'a and Aleppo governorates. Palestine refugees directly experienced conflict-related trauma, threats to their physical safety and displacement from their homes, while also contending with an increased incidence of violent crimes, including kidnapping. The Syrian authorities, including the General Administration for Palestinian Arab Refugees, continued to express support for Palestine refugees and to facilitate the work of UNRWA. For example, to help compensate for the lack of access to UNRWA schools, the Ministry of Education granted UNRWA and Palestine refugees the use of government schools in safe areas. However, the intense and pervasive nature of the conflict, and the actions of the parties to it, seriously affected the Agency operations. Agency schools, clinics and other facilities were damaged or inaccessible during armed engagements. UNRWA school buildings and the Damascus Training Centre of the Agency continued to serve as temporary accommodation for Syrians and Palestine refugees.

4. The prices of food and other essential commodities in the Syrian Arab Republic rose sharply throughout 2013, placing them out of reach for the thousands of Palestine refugees who, relative to Syrians, were already suffering from higher rates of poverty and deprivation prior to the conflict. As the Syrian economy further contracted, unemployment, including among Palestine refugees, deepened. Displaced families were forced to rent expensive private accommodation, further depleting their scarce resources. Palestine refugees, like Syrians, were affected by shortages of electricity, fuel and heating oil. UNRWA estimated that by the end of 2013, 440,000 Palestine refugees required humanitarian assistance to meet their daily needs.

5. Events in the Syrian Arab Republic continued to have significant implications for the operations of the Agency in Jordan and Lebanon.

6. During 2013, Palestine refugees in Lebanon, of whom 447,328 are registered with UNRWA, continued to face acute socioeconomic deprivation and barriers to fully enjoying a broad range of human rights, against the backdrop of an unstable political and security situation. UNRWA continued to advocate for Palestine refugees' right to work in Lebanon. Some improvements were made in 2013, making the process for eligible Palestine refugees to obtain work permits slightly less cumbersome. However, Palestine refugees' right to work remained highly restricted. On 22 March 2013, Prime Minister Najib Mikati resigned, and the cabinet remained in caretaker capacity throughout the year. Tripoli experienced an increase in armed clashes between groups linked to the conflict in the Syrian Arab Republic. The clashes directly impacted on the Agency operations, causing its installations to close on a number of occasions, and affecting access to two Palestine refugee camps in northern Lebanon. Six vehicle-borne improvised explosive device attacks took place in 2013, most of which targeted the southern suburbs of Beirut. While Lebanon has opened its borders to large numbers of refugees fleeing the Syrian conflict, since August 2013 a number of Palestine refugees have been denied entry. UNRWA deployed staff at the Masnaa border crossing to monitor and assist Palestine refugees crossing to Lebanon.

7. Of the five UNRWA fields of operations, Jordan hosts the greatest number of Palestine refugees, with 2.1 million as at December 2013. While Jordan remains stable within an increasingly insecure region, the global economic downturn and the

armed conflict in the Syrian Arab Republic have generated challenges. A new cabinet was sworn in during August, and a new senate was formed in October. The Government of Jordan has expressed concern about the pressure placed on the national resources and infrastructure by the continuing arrival of refugees from the Syrian Arab Republic, which has affected food prices and rents. Unemployment, especially of youth, remained high, and fuel prices and electricity tariffs increased substantially during the reporting period, as subsidies had been reduced.

8. In 2013, the situation in occupied Palestinian territory continued to be characterized by political impasse, conflict and restrictions on rights and opportunities for Palestinians, including refugees. The situation also affected the 1.9 million registered Palestine refugees in the State of Palestine.

9. There were no significant positive developments regarding the blockade imposed on Gaza by the Government of Israel following the Hamas takeover in mid-2007. Throughout 2013, exports and movement of people to and from the Gaza Strip remained effectively banned, and access to fishing areas and agricultural land continued to be severely limited. The blockade has destroyed the previously dynamic trade-oriented economy of Gaza and its capacity to create jobs and pushed the vast majority of the population into poverty and aid dependency.[2] The second half of 2013 saw a rapid and severe deterioration of the humanitarian situation. The halt of the tunnel trade with Egypt — a lifeline given the blockade — led to an electricity, fuel and food crisis, which was further compounded by the temporary suspension of construction material imports for approved United Nations projects through Kerem Shalom in October 2013 and the continued Israeli ban on construction material imports for the private sector. The Israeli authorities announced those measures on 13 October 2013, following the discovery of a tunnel, reinforced by concrete, leading from Gaza into Israel, reportedly built by Palestinian militants. The registered Palestine refugee population in Gaza stood at 1,240,000 as at 31 December 2013. By the end of 2013, the unemployment rate among refugees in Gaza was 40.9 per cent. Unemployment trends are largely driven by job losses in the construction sector, which was responsible for half of all new jobs in 2012.[3] In the third quarter of 2013, UNRWA construction projects generated over 5,000 full-time jobs; however, activities halted in November following the suspension of imports of construction material. As at 31 December 2013, 6 projects, valued at $52 million, out of a total of 30, were allowed to resume implementation; 24 previously approved projects worth almost $64 million were awaiting coordination to resume; and 38 projects worth over $111 million were pending the approval of the Coordination of Government Activities in the Territories Unit. No new projects have been approved since March 2013. The closure of tunnels between Gaza and Egypt also resulted in significant inflation in the price of fuel and staple foods, further reducing households' purchasing power and increasing reliance on UNRWA. Food insecurity increased to 57 per cent in 2012, prior to the closure of tunnels. At the

[2] Despite the installation of a new scanner which would allow for a comprehensive check of all goods exiting Gaza at Kerem Shalom, the only functioning border crossing with Israel, during 2013, only 23 truckloads exited Gaza to the West Bank and 160 truckloads were exported from Gaza to other countries. This is equal to 75 per cent of the truckloads that exited Gaza per week before June 2007 (250 truckloads per week) and a 28 per cent decrease compared to 2012 (254 truckloads).

[3] The construction sector was highly dependent on tunnel trade, as private sector construction material imports continue to be banned by Israel, and UNRWA construction projects.

end of the reporting period, approximately 800,000 people — almost half the population of the Gaza Strip — were receiving quarterly food aid from UNRWA. Following the release of the *Gaza in 2020* report,[4] UNRWA issued the "Gaza in 2020 — UNRWA Operational Response" report.[5] By the year 2020, the Palestine refugee population in heavily urbanized and densely populated Gaza is expected to increase to approximately 1.6 million. Electricity provision will at least need to double to meet demand, Gaza may be effectively without access to potable water, and expanded health services, additional schools and employment opportunities will be necessary for an overwhelmingly young population. Ending the Israeli-imposed ban on exports is crucial for any sustainable economic recovery and reducing aid dependency.

10. As at 31 December 2013, the registered Palestine refugee population in the West Bank stood at 754,411. During the reporting period there was a significant increase in incursions and search operations carried out by Israeli security forces in Palestine refugee camps in the West Bank. A sharp increase in the use of live ammunition by Israeli security forces was also observed and, as a result, an increase in injuries and fatalities, while the Government of Israel has reported a corresponding increase in armed incidents involving Palestinians. On 26 August 2013, Israeli security forces shot and killed an UNRWA staff member, and injured a second staff member at Kalandia refugee camp during a search and arrest operation. The UNRWA investigation concluded that both staff members were shot while unarmed and not posing any threat to life at any time. At the end of the reporting period the Israeli investigation was ongoing. Of the 27 Palestinians killed by Israeli security forces in the West Bank, 17 were Palestine refugees; while in 2012 no refugees were killed. At least 486 Palestine refugees were injured by Israeli security forces in camps during the reporting period, representing an almost thirteenfold increase over 2012. In addition, at least 663 Palestinian-owned structures were demolished by the Israeli authorities owing to a lack of Israeli building permits, which are difficult for Palestinians to obtain.[6] Close to one quarter of the demolished structures belonged to registered Palestine refugees. The vast majority of demolitions (85 per cent) took place in Area C. A total of 1,103 Palestinians were displaced during 2013, with Palestine refugees accounting for 34 per cent of those displaced. Of the refugees displaced, over half were children. Socioeconomic conditions deteriorated in 2013, owing to high unemployment and contracting purchasing power, and the ongoing regime of movement restrictions imposed by Israeli authorities. The political situation was negatively affected by a widespread lack of confidence in the ongoing peace negotiations, as well as the Palestinian political divide. Palestine refugees continue to be among the most vulnerable Palestinians in the West Bank. The ongoing construction of the barrier, restrictions on movement and access and forced displacement are among the factors hampering the economic development of the West Bank and contributing to high rates of unemployment and food insecurity among Palestine refugees.

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[4] United Nations country team, "Gaza in 2020: a livable place?" (Jerusalem Office of the United Nations Special Coordinator for the Middle East Peace Process (UNSCO), August 2012).

[5] UNRWA (2013), "Gaza in 2020: UNRWA Operational Response", available from http://www.unrwa.org/userfiles/2013070364659.pdf.

[6] See A/HRC/24/30, para. 35, and A/HRC/25/38, para. 11.

B. Operational developments

11. Across its fields of operation in 2013, UNRWA continued to provide assistance and protection to Palestine refugees through the provision of education, health, relief, social services, infrastructure and camp improvement, and microfinance. In addition, UNRWA continued providing humanitarian assistance to Palestine refugees affected by emergencies and to persons displaced by the 1967 and subsequent hostilities, in accordance with its mandate. The scale of the conflict in the Syrian Arab Republic and its devastating humanitarian consequences for Palestine refugees continued to outstrip forecasts and planning scenarios. The 2013 UNRWA crisis response appeal appealed for critical support to fund its emergency food, cash, non-food items, education and health programmes. One feature of this effort was innovative partnerships with the private sector to enable UNRWA to reach 364,597 Palestine refugees with cash assistance. The total amount required for the year was $290.8 million, and many donors responded generously, funding 72 per cent of the appeal through 31 December 2013. Since 2000, the Agency has been engaged in a large-scale emergency intervention in the occupied Palestinian territory, and during the reporting period the Agency continued to provide basic humanitarian assistance under an emergency appeal for $300 million. By the end of the year, donors had funded $136.2 million, 45.4 per cent, of the appeal.

12. In the Syrian Arab Republic, the spread of armed conflict and its humanitarian consequences triggered a large escalation in demand for UNRWA services. Many more Palestine refugees who had previously been self-reliant found themselves relying on UNRWA for essential support, while aid dependency deepened among those already living in hardship. The framework of the Agency response was the Syria Humanitarian Assistance Response Plan, prepared by the United Nations in coordination with the Government of the Syrian Arab Republic. UNRWA activities in 2013 included the provision of cash to 364,597 beneficiaries and food to at least 334,969 beneficiaries; the provision of temporary accommodation to over 13,000 beneficiaries in 30 UNRWA and non-UNRWA facilities, the provision of non-food items; arrangements to ensure access to hospital services for Palestine refugees; and measures to enhance the safety of staff involved in humanitarian operations. In spite of the considerable risks, UNRWA field staff ensured the continuity of its operations and accomplished many of the objectives of the Plan. However, services in Yarmouk, where over 160,000 Palestine refugees had previously resided, were halted following access restrictions in July. In 2013, other Palestine refugee camps and communities suffering access restrictions during the reporting period included Dar'a, Ein El Tal, Sbeineh, Qabr Seit, Husseiniyeh, Jobar, Douma, Qaboun and Khan Eshieh.

13. During 2013, an increasing number of Palestine refugees from the Syrian Arab Republic sought safe haven in Lebanon. According to the Office of the United Nations High Commissioner for Refugees, the number of Syrians fleeing to Lebanon rose from 130,000 in January 2013 to 858,641 by the end of the reporting period. The number of Palestine refugees from the Syrian Arab Republic approaching UNRWA for assistance in Lebanon rose from 17,000 in January 2013 to 51,000 in December 2013. In response, UNRWA has bolstered its emergency staff and set up structured coordination mechanisms. All Palestine refugees from the Syrian Arab Republic have immediate access to UNRWA schools, health clinics and hospitalization through referrals. UNRWA launched a new initiative in October to

provide beneficiaries with ATM cards that would replace the cash-in-hand distributions initiated in December 2012. The new card system gives beneficiaries more dignity and minimizes security risks and overhead costs. Owing to insufficient funding, UNRWA was forced to eliminate the additional emergency relief services provided to displaced families from Nahr el-Bared during the reporting period. Following the announcement of this change in the second half of 2013, various UNRWA installations in northern Lebanon were closed by protestors, and a protest tent blocked the entrance of the Lebanon Field Office compound for three months.

14. During the reporting period, 10,912 Palestinian refugees from the Syrian Arab Republic were recorded in Jordan. In January 2013, the Government of Jordan announced a policy of non-admission of Palestinians fleeing the Syrian Arab Republic. In line with the Security Council presidential statement of 2 October 2013, UNRWA continues to urge the Government of Jordan to grant temporary access and protection to Palestinians fleeing the Syrian Arab Republic, and to appeal to the international community to increase its assistance to Jordan. UNRWA is particularly concerned by the forcible return of Palestine refugee families to Syria. In 2013, the Agency documented 74 such cases, including 34 minors. Women and children comprised 67 per cent of those deported. By the end of the reporting period, donors had funded $4.82 million of UNRWA appeals in 2013 for assistance to Palestine refugees from the Syrian Arab Republic who have entered Jordan. Ongoing or planned activities to improve aid effectiveness include a multi-sector needs assessment, development of targeting framework and the shift to ATM-based cash transfers.

15. In Gaza, UNRWA remained the key service provider to over 1.3 million registered persons out of a population of 1.7 million.[7] As part of UNRWA efforts to ensure needs-based aid provision, the Agency continued its comprehensive poverty assessment in Gaza, which aimed at linking food rations to families' poverty status more effectively. Owing to the severe deterioration of the operating environment and community perceptions of decreasing assistance, the continued implementation of the poverty survey has faced challenges. Concerns remain over the ability of the Agency to continue regular food aid provision throughout 2014. In June, owing to resource constraints, UNRWA suspended its school feeding programme, which had guaranteed children at least one meal per day. During the reporting period, additional staffing, transit and logistical costs resulting from Israeli security approval requirements on access and monitoring of construction material imported through the Kerem Shalom amounted to over $6.7 million, over 1 per cent of the UNRWA General Fund. Additional requirements imposed in December 2013, such as the daily monitoring of cement factories by international staff, increased the financial burden on the Agency. The cash-for-work programme expanded by almost 50 per cent to 17,053 short-term job opportunities in 2013, and the share of impoverished beneficiaries increased to 79 per cent. The Graduate Training Programme, a subcomponent of the cash-for-work programme, provided a first short-term job opportunity for 947 top university graduates.

16. UNRWA operations in the West Bank continued to face financial constraints, particularly for humanitarian assistance. In 2013, the Emergency Appeal budget reduced from $41 million in 2012 to $38 million. UNRWA continued to work in

[7] Palestinian Central Bureau of Statistics (2013), *Population*, available from http://www.pcbs.gov.ps/site/881/default.aspx#Population.

partnership with the World Food Programme to distribute food parcels to vulnerable West Bank Bedouin refugee communities. The announcement of reduction in cash-for-work opportunities outside camps met with protests by refugees. In response to growing protection concerns, the Agency assisted 2,172 refugees directly affected by demolitions or Israeli security forces operations during the reporting period. Operations in the West Bank were disrupted when the UNRWA West Bank Area Staff Union initiated a strike on 3 December 2013 that continued for the remainder of the reporting period. The strike resulted in the stoppage of virtually all Agency operations and the closure of UNRWA installations.

17. During the reporting period, five staff members were killed in the Syrian Arab Republic and one in the West Bank, and a total of eight staff members were injured in the Syrian Arab Republic and one was injured in the West Bank. The overall security of UNRWA staff remained of serious concern, including threats and attacks by beneficiaries on locally recruited staff while delivering services. The Agency is exploring ways to prevent and respond to attacks, in cooperation with host authorities, consistent with United Nations privileges and immunities. UNRWA is indebted to its staff and acknowledges their dedication and loyalty and the need to take further steps to address their security. Those working in areas of conflict are commended in particular. The Agency notes with regret that the local employees of UNRWA are the only United Nations staff members in the area who do not receive hazard pay, and reiterates its calls for that issue to be addressed.

C. Organizational developments

18. During 2013, further progress was made in implementing comprehensive programme reforms, which aimed at improving medium-term planning, resource mobilization and accountability, and the quality and effectiveness of services provided to Palestine refugees.

19. Reforms included the Family Health Team approach and e-Health (an electronic medical records system), and improved the identification and referral of cases of gender-based violence. UNRWA additionally undertook a number of evaluations to improve the quality and prioritization of service provision, including studies of learning achievement (monitoring learning achievements), school dropout and of hospitalization services.

20. UNRWA continued to implement new online microfinance banking software, which streamlines and modernizes the management of clients' accounts, as well as credit operations, accounts and financial management. This was completed in the West Bank and Jordan during the reporting period, and will be finalized in Gaza and the Syrian Arab Republic in 2014. UNRWA also built and tested a new software system that will automate operations, including accounting and procurement, and lead to efficiencies through improvements in control and analysis of costs.

21. In line with best institutional practices and to improve and broaden its services to Palestine refugees and other communities, and further to Microfinance Advisory Board recommendations, the Microfinance Programme continued to update plans for the development of the programme, and to identify and address relevant political, legal, financial and other considerations necessary prior to any spin-off of the programme into a separate microfinance institution operating in Palestine, Jordan and the Syrian Arab Republic. The spin-off and transformation of the programme

aims to generate programme growth and diversification for decades to come and enable it to reach a much greater number of Palestine refugees, thereby enshrining the UNRWA vision of microfinance as a way to economically empower Palestine refugees.

22. During the reporting period, UNRWA implemented policies, procedures and systems to improve management of installations, human resources and staff performance; and increased staff capability in ethics. The Department of Internal Oversight maintained activities to improve internal controls, accountability mechanisms and organizational efficiency and effectiveness. Additionally, the Ethics Office piloted and launched a comprehensive ethics e-learning course, administered the Agency's participation in the United Nations financial disclosure programme and its equivalent for area staff, and continued to coordinate and monitor the implementation of the Agency's protection against retaliation, and prohibited conduct and sexual exploitation and abuse policies. However, across fields and departments, resource constraints have impacted efficient procurement, recruitment and staff capacity, and have delayed the full implementation of some reforms, adversely affecting efforts to improve service provision to Palestine refugees.

23. During the reporting period, UNRWA made considerable progress in implementing its protection policy framework adopted in 2012, and enhancing Agency-wide understandings of protection. Staff at the UNRWA headquarters and field levels undertook protection training, including induction courses, workshops and international law training developed and delivered by the Agency. UNRWA developed field-specific protection and intervention strategies, within the overarching Agency protection framework. UNRWA also sustained its communications outreach, securing 56,238 mentions in the Arabic and English language media, and 1,083 positive mentions in Arabic and international media, in recognition of the support of donors for the refugees. Advocacy focused on the plight of Palestine refugees caught up in the Syrian conflict and the situation of Palestine refugees fleeing the conflict to neighbouring countries, including Jordan, the impact of the ongoing blockade of Gaza, forced displacement and increased use of lethal force in the West Bank, and the right to work in Lebanon.

24. UNRWA continued to implement policies to improve access to health services for HIV-affected people, persons with disabilities, the elderly and female-headed households. All guidelines issued on design of facilities and shelter and camp improvement during the reporting period were gender sensitive and included detailed standards on accessibility for persons with disabilities and the elderly. UNRWA engaged women and youth as target focus groups, as part of the design and implementation of camp improvement projects. During the reporting period, the Agency consolidated the gender task force, built on staff capacity across fields and programmes, and continued to institutionalize its gender mainstreaming strategy. Internally, new initiatives have begun to strengthen Area staff leadership, with a particular focus on supporting and improving opportunities for women within the Agency.

25. During the reporting period, the predictability of General Fund income increased, with increasing contributions from non-traditional donors and private partners in 2013. Traditional donors' share of the total General Fund decreased, while General Fund contributions from diversified sources increased from $76.6 million in 2012 to $88.2 million in 2013. Arab partners accounted for a share of the General

Fund increase — increasing 4.53 per cent in 2012, to 6.60 per cent, or $39.7 million in 2013 — mainly through contributions to projects in the occupied Palestinian territory. However, General Fund contributions from emerging markets decreased during 2013.

26. UNRWA, in its resource mobilization strategy, recognizes that, in order to meet its resource mobilization targets, it must continue to develop and maintain an enabling environment to support the management of donor relations through staff capacity-building and further harmonization of its external and internal communications structures and systems. The Agency also appointed Mohammed Assaf as its first Regional Youth Ambassador for Palestine Refugees.

27. UNRWA launched the process of developing its medium-term strategy for 2016-2021. To this end, it conducted several internal and external workshops, and launched numerous programme reviews and evaluations. A medium-term strategy "outline" and "blueprint" were welcomed by the Advisory Commission at its June and November meetings, respectively. Development of the strategy will continue in 2014.

D. Legal matters

Agency staff

28. Israeli authorities, raising security concerns, continued to restrict the freedom of movement of UNRWA personnel in the occupied Palestinian territory, including East Jerusalem. The restrictions included closures of the West Bank and the Gaza Strip; prohibition of local staff travelling in United Nations vehicles across the Erez crossing or the Allenby Bridge, or from driving in Israel and East Jerusalem; and time-consuming and cumbersome procedures for obtaining permits for local staff to enter Israel and East Jerusalem. On many occasions, permits were not granted even though the procedures were followed. On average, permits to enter East Jerusalem from the rest of the West Bank were not issued to 14.5 per cent (102 individuals) of the Agency personnel, who needed them, and in many cases no reasons were given for the denials.

29. At the Allenby Bridge, Israeli procedures continued to request searches of United Nations vehicles that would have violated the immunity of the United Nations, unless an occupant held an identification card issued by the Ministry of Foreign Affairs of Israel. The procedures restricted in particular the movement of international staff based at UNRWA headquarters in Amman, to whom the Ministry does not issue such cards.

30. The Israeli procedures at the Erez crossing remained time-consuming, with average wait times of over 40 minutes on the Gaza Strip side and over 30 minutes on the Israeli side of the crossing. Prolonged wait times endanger the safety of international and area staff members and restrict UNRWA access at the crossing. Israeli procedures continued to request that United Nations vehicles be submitted to a search that would have violated the immunity of the United Nations, unless the vehicle included a United Nations staff member holding a diplomatic visa or was driven by an international staff member on a limited list approved by the Israeli authorities and updated during the reporting period. Opening hours at the Erez crossing remain restricted to 0800 hours to 1530 hours from the Israeli side and

0930 hours to 1500 hours from the Gaza side of the crossing. No United Nations vehicles were permitted to leave or enter the Gaza Strip between 1500 hours on Thursday and 0800 hours on Sunday. On 66 occasions at checkpoints entering East Jerusalem, Israeli authorities refused to permit UNRWA staff members in United Nations vehicles to cross without a vehicle search that would have violated the immunity of the United Nations.

31. The above-mentioned restrictions are inconsistent with the Charter of the United Nations, the 1946 Convention on the Privileges and Immunities of the United Nations, relevant United Nations resolutions and the 1967 Comay-Michelmore Agreement, by which the Government of Israel is obligated to facilitate the task of UNRWA to the best of its ability, subject only to regulations or arrangements that may be necessitated by considerations of military security.

32. UNRWA applied for permits for local staff to enter East Jerusalem for operational and humanitarian reasons only and without prejudice to relevant United Nations resolutions, including resolutions relating to the status of Jerusalem.

33. Israeli authorities maintained that the restrictions were necessary to protect Israel against terrorist threats. Some information was made available to the Agency by the Israeli authorities; however, there was no evidence available to indicate that many of the above restrictions concerning Agency staff and movement were anything other than matters of administrative convenience.

34. In the West Bank, coordination with Israeli military liaison officers continued. However, the officers had limited or no influence over Israeli checkpoints staffed by private contractors, and staff movement continued to be restricted and unpredictable at several checkpoints, notably those controlling access to East Jerusalem or through the West Bank barrier. In 2013, movement restrictions imposed by the Israeli authorities on the West Bank resulted in the loss of 145 staff days. Additional Agency time and resources were expended to adapt to the restrictions. It remained difficult to deliver Agency services in the area between the West Bank barrier and the 1949 armistice line, in particular in the Barta'a area and in three communities near Qalqilya.

35. Local staff required permits from the Israeli authorities to transit the Erez crossing. During 2013, of a total of 606 applications, 543 permits (89 per cent) were granted. When compared to 2012, the number of permits applied for and granted more than doubled, although the overall percentage of rejected permit applications increased slightly from 9 per cent to 11 per cent.

36. During 2013, the Rafah crossing between Egypt and Gaza was open for public use for a total of 262 of 365 scheduled days. From 1 January 2013 to 30 June 2013 the crossing was closed for 6 days and from 1 July 2013 to 31 December 2013 the crossing was closed for 95 days. In the first half of 2013, following coordination with the Egyptian authorities, UNRWA staff members were allowed to use the Rafah crossing seven days per week. A total of 290 UNRWA staff (100 per cent of submitted requests) were permitted to use the Rafah crossing on duty travel in the first half of the reporting period. During the second half of the reporting period, the United Nations imposed a ban on duty travel for United Nations staff travelling through Rafah, owing to the security situation in the Sinai.

37. During the reporting period, no significant movement restrictions were imposed on UNRWA staff by the Government of Jordan, Lebanon or Palestine. In

the West Bank, Palestine Liberation Organization camp services committees prevented the movement of Agency vehicles on four occasions as part of camp services committee-led protests against changes in the Agency programming.

38. In the Syrian Arab Republic, armed conflict was widespread, as Syrian Government forces and a variety of armed opposition groups battled across the country. The result was a situation of generalized insecurity, which in turn inhibited free movement and humanitarian access. Five staff members were killed as a result of conflict in 2013, all while off-duty, and eight were injured in gunfire or as a result of shelling. Numerous checkpoints were erected, including in and around Damascus. Those set up on travel routes of Agency staff members had an impact on Agency operations, and Agency vehicles have been searched at checkpoints in violation of the immunity of the United Nations. The Agency applied for 65 visas (residency and visit) for international personnel, including renewals; of those, six visas were not granted and no reasons were given for the denials. Residency visas for two international staff were not renewed. It was alleged that they were involved in activities jeopardizing national security. Despite Agency interventions, no documented details of the allegations were provided and the staff had to leave the country.

39. At the end of 2013, 21 staff members were in detention, 13 of whom were believed to be held by the Syrian authorities or other parties in the Syrian Arab Republic, 6 by the Israeli authorities, 1 by the Jordanian authorities and 1 by the Egyptian authorities. Despite Agency requests, in accordance with General Assembly resolution 36/232, in 2013 the Syrian and Egyptian authorities did not provide the Agency with access to its detained staff. Syrian authorities provided reasons for the detention of five UNRWA staff. The Israeli authorities did not provide access to its detained staff and only provided information on the reasons for the detention of one staff member.

40. Credible allegations of mistreatment that may amount to either torture or cruel inhuman and degrading treatment were received by one staff member detained by the de facto authorities in the Gaza Strip and released during the reporting period.

41. As at the end of the reporting period, in addition to the above, five staff members were presumed in detention, missing or kidnapped by unknown parties in the Syrian Arab Republic.

Agency services and premises

42. The Israeli authorities continued to impose transit charges on shipments entering the Gaza Strip, forcing UNRWA to pay $168,415 in 2013. In the view of the Agency, the charge is a direct tax, from which it ought to be exempt under the 1946 Convention. In the view of Israel, the charges were a fee for services and therefore there was no exemption. Since 2010, the Karni and Sofa crossings have remained closed, and all UNRWA container shipments were required to enter through one secondary crossing, Kerem Shalom. As that crossing was not capable of receiving containers, all container shipments had to be palletized at port prior to transport to the Gaza Strip. The Kerem Shalom crossing was closed for imports for 17 days out of 242 scheduled operating days (7 per cent). The closure of the Karni crossing and the requirement to palletize all container shipments contributed to increased expenditure in the form of charges for storage, demurrage, transportation and palletization amounting to some $1.42 million including $580,242 for palletization costs.

43. The Israeli authorities announced in June 2010 that they would liberalize the system by which civilian goods entered Gaza and expand the inflow of materials for civilian projects that were under international supervision. As at the end of 2013, Israeli authorities had approved 103 construction projects, the last 8 of which were approved in March 2013. The Israeli authorities have rejected a total of seven projects since 2010, of which two were rejected in 2013. All of the 37 projects pending approval from the Israeli authorities have taken longer than the two-month period for decision agreed between Israel and the United Nations. The projects pending approval are 1 housing project, 32 schools and 2 health centres, the construction of a solid waste collection and transfer station and the construction of a logistics base.

44. As at the end of the reporting period, UNRWA had been able to complete 73 construction projects (34 in 2013 alone). In total, 10 projects started in 2013, which required the import of 7,055 truckloads of construction materials for projects approved by Israeli authorities.

45. On 13 October 2013, the Israeli authorities abruptly halted coordination and entry of construction material owing to the discovery of a tunnel leading from the Gaza Strip to Israel, and the aftermath of follow-on military operations. Following extensive negotiations and the agreement on 4 December 2013 of an amended framework between Israel and the United Nations, the coordination of construction material, halted on 13 October 2013, restarted on 11 December 2013. Coordination was made conditional upon additional measures for the control of construction material being implemented by UNRWA, which caused extra administrative and construction project costs, including daily monitoring for cement factories by UNRWA international staff members and local staff engineers; the deployment of guards during the night shift; and the escorting of 100 per cent of construction materials from the point of entry from Israel to their destination in the Gaza Strip.

46. Lack of coordination regarding building materials, the enhanced monitoring measures and new Israeli procedures for approving 24 pre-approved projects caused delays in infrastructure project implementation and increased costs; 11 of these projects (schools) were contracted and under implementation. The approval requirement of pre-approved projects has resulted in delays to the implementation of the work under those contracts; 13 of the 24 projects were in the pre-contract stage (tendering or under design).

47. Israeli authorities continued to require standards testing for educational, electronic, medical and other items for official use. UNRWA imports goods for its official use that conform to international standards, and the United Nations considers that the Israeli requirements were contrary to the exemption under the 1946 Convention from prohibitions and restrictions on imports in respect of articles imported by the United Nations for its official use. As at the end of the reporting period, 15 consignments destined for the West Bank were still detained, with the duration of detention ranging between two and four years for each consignment. The total storage costs for consignments delayed during the reporting period exceeded $110,000. While some progress had been achieved in discussions with the Israeli authorities in early 2013, they remained unresolved as at the end of the reporting period.

48. The Operations Support Officer programme continued in the Gaza Strip, the West Bank and Lebanon. The programme played an invaluable role in upholding

United Nations neutrality; in facilitating access for UNRWA staff members, vehicles and goods through checkpoints and, in the occupied Palestinian territory, to areas affected by Israeli military or security operations; in supporting the Agency programmes and initiatives; in monitoring, documenting and intervening at the operational level on protection issues related to the humanitarian situation of the Palestinian population; in the inspection of UNRWA installations; and in providing protection to Palestine refugees, in particular those displaced from the Syrian Arab Republic, and including through legal aid assistance in Lebanon. They are actively engaged in supporting the implementation of reform initiatives in Lebanon. Their core objective is to help deliver improved quality services to the refugees, in an equitable, non-discriminatory and neutral manner. They also systematically identify protection needs and find ways to address them. They are instrumental in mainstreaming protection standards in all of UNRWA services.

49. The 1946 Convention provides that the premises of the United Nations shall be inviolable. Contrary to that obligation, the Israeli military and security forces entered UNRWA premises in the West Bank without authorization or coordination on three occasions. On at least 48 occasions, tear gas canisters, stun grenades and/or plastic-coated metal bullets deployed by the Israeli Security Forces landed in UNRWA compounds. In the Gaza Strip some 94 protests were organized by beneficiaries and other organizations, forcing the closure of UNRWA offices. The protests were mainly against the cuts in assistance.

50. The reconstruction of the Gaza field office warehouse, destroyed on 15 January 2009, was completed and became operational in March 2013.

51. In the West Bank, there were six misuses of UNRWA installations for unauthorized political or other events involving Government of Palestine officials, PLO factions or PLO camp services committee members. In addition, PLO camp services committee members, PLO factions and/or Palestinian Authority municipalities and village councils closed or otherwise interrupted work at an UNRWA installation in 87 separate cases that occurred as part of protests relating to changes in UNRWA programming. In the Gaza Strip, on two occasions the premises of a health centre were accessed without authorization by unknown individuals.

52. In the Syrian Arab Republic, the Agency has sustained conflict-related property losses provisionally estimated at around $3 million since hostilities began in 2011. Since 2011, at least 39 of 180 UNRWA facilities have been either damaged or destroyed, and 21 vehicles have been damaged or stolen. During the reporting period, 15 UNRWA facilities sustained damage as a result of shelling; 12 in Damascus and Rif Dimashq; one in Homs; one in Mzerieb; and one in Aleppo. Damage to UNRWA facilities has made it more difficult for Palestine refugees to obtain essential services.

53. In the Syrian Arab Republic the Agency received several reports in the course of the year of the temporary presence of armed elements in UNRWA facilities. Those reports could not be verified as no safe access to those facilities was possible. During the reporting period, seven UNRWA vehicles were stolen or impounded and have not yet been retrieved.

54. In the Syrian Arab Republic the Agency also lost small quantities of humanitarian aid to armed theft, typically while it was being transported to

Palestinian refugees. Such incidents were infrequent and total losses did not exceed 1 per cent of the quantities of humanitarian assistance distributed.

55. In Jordan, on one occasion a political activity was conducted in a school, despite UNRWA objections and efforts by the Jordanian authorities, who undertook to ensure that such activities did not reoccur. In Lebanon, Palestinian beneficiaries broke into UNRWA premises and attacked and injured UNRWA staff members on three occasions. There were 183 days of closures of different UNRWA installations throughout the year in Lebanon. This was mainly owing to the protests of discontented beneficiaries, but also to civil unrest and armed factional fighting.

Other matters

56. In August 2013, UNRWA agreed with the Palestine Ministry of Finance on new procedures to seek UNRWA valued-added tax exemptions and arrived at an understanding concerning exemption of value-added tax in Gaza. With regard to arrears for value-added tax accrued prior to these arrangements, as at 31 December 2013, the total amount of value-added tax still due to the Agency for services and goods procured for the West Bank and the Gaza Strip was approximately $89.7 million.

57. The Agency was required, as in the past, to pay port fees and other charges to the Syrian authorities, contrary to the 1948 Agreement between the United Nations and the Government of the Syrian Arab Republic. In 2013, fees and charges totalling $70,820 were paid.

58. On 15 February 2012, approximately $74,000 was seized from the Agency HSBC Bank account in Jordan on the basis of an order by the Jordanian Execution Office. Despite numerous requests and protests to the Government before and after the seizure of funds, and interventions by the Commissioner-General and the United Nations Legal Counsel, the funds had not been returned at the end of the reporting period.

59. Despite requests to the Government by the Agency and the United Nations Legal Counsel, a writ of execution was issued by the Executive Bureau in Beirut and resulted in the seizure of funds held by the Government for UNRWA in the sum of $680,000.

60. The Agency faced difficulties in obtaining exemptions from customs and other governmental fees from the Customs Department of the Ministry of Finance of Jordan for importation of vehicles for official use and for importation of goods where there were similar national products available. UNRWA considers these restrictions to be contrary to the Agency's exemption from restrictions on imports under the 1946 Convention and its 1951 bilateral agreement with Jordan. Jordan considers that the charges are fees for services. Since 2012, the Drivers and Vehicles Licensing Department of the Ministry of Finance of Jordan has requested payment of fees for inspection and registration cards for UNRWA official vehicles, which the Agency protested as constituting a direct tax from which it is exempt under the 1946 Convention. Resolution of this issue is ongoing.

61. In relation to current International Chamber of Commerce arbitration proceedings concerning a construction claim for over $2 million in the Syrian Arab Republic, the Agency alleged lack of impartiality and bias on the part of the sole arbitrator. The sole arbitrator had sought enforcement of an arbitral award in the

Lebanese domestic courts against UNRWA. In doing so, the sole arbitrator effectively became a personal claimant against UNRWA. The sole arbitrator resigned prior to a decision being made by the International Chamber of Commerce on the Agency request for removal on the basis of impartiality and bias.

62. UNRWA continued to dispute any liability for payment demanded by the Government of Lebanon in the sum of $136.78 million for electricity consumed by Palestine refugees outside of UNRWA installations in camps in Lebanon.

63. In relation to the internal justice system, the UNRWA Dispute Tribunal, which was established on 1 June 2010, operates on a full-time basis and is comprised of one judge and a part-time ad-litem judge. During the reporting period, the Tribunal issued 38 judgments and 119 orders. As at the end of the reporting period, there were 68 cases pending, of which 64 were filed by area staff. There were also 12 appeals pending before the United Nations Appeals Tribunal.

Legal status of Palestine refugees in the Agency area of operations

64. The legal status of Palestine refugees in Jordan, the Syrian Arab Republic, the West Bank and the Gaza Strip remained substantially the same as that described in the report of the Commissioner-General for 2008.[8]

65. Further to the matters set out in previous reports, following a meeting between the Minister of Labour and the Agency in Lebanon in January 2013, the Minister released a communiqué that clarified that Palestine refugees applying for a work permit are exempt from securing an insurance policy and undertaking the required blood tests, since they are eligible for the full medical and hospitalization benefits provided by UNRWA.

66. Further to the matters set out in previous reports,[9] Palestinian refugees from the Syrian Arab Republic in Jordan continued to face discriminatory restrictions and forcible return. In contrast to other refugees fleeing the conflict in the Syrian Arab Republic, Palestine refugees also faced difficulties in accessing courts and civil status/registration processes, such as the issuance of birth certificates, as well as employment and basic services. Some Palestinian refugees from the Syrian Arab Republic continue to be held in a specific facility and face greater restrictions on their movement outside the facility in comparison with Syrians held in equivalent facilities.

E. Financial overview

67. With the exception of 146 international staff posts funded by the General Assembly through the United Nations regular budget, UNRWA operations, projects and emergency appeals are funded by the voluntary contributions of donors.

68. Based on unaudited financial statements, in 2013, the Agency expended $1.1 billion. The largest type of expenditure was $678.9 million under the unrestricted regular budget, accounting for 60.7 per cent of total expenditure. Restricted fund

[8] See A/64/13, paras. 52-55.

[9] Palestinians have been denied access to Jordan since 2012, when the Jordanian authorities made it harder for Palestinian refugees from the Syrian Arab Republic to enter the country, before announcing the policy officially in January 2013.

activities, emergency activities and projects accounted for 4 per cent, 13 per cent and 22.3 per cent, respectively. Inadequate funding forced the Agency to implement a range of austerity measures, including reductions in travel expenditure, suspension of capital expenditure, including information technology, vehicles and equipment replacement and maintenance of buildings with the exception of critical needs requiring prior management approval; and use of UNRWA premises for workshops.

69. In 2013, education remained the largest programme, with an expenditure of $410.7 million, accounting for 60 per cent of the total unrestricted (unearmarked) regular budget expenditure of $678.9 million.

Table 1
General Fund actual expenditure by field of operation, by programme, 2013
(Thousands of United States dollars)

Programme	*Headquarters*		*Gaza*		*Lebanon*		*Syrian Arab Republic*		*Jordan*		*West Bank*		*Total*	
Support services	44 559	89%	21 453	9%	11 329	12%	4 716	11%	9 761	7%	13 721	13%	105 539	16%
Education	2 259	5%	174 725	70%	47 047	49%	33 293	74%	95 320	71%	58 026	55%	410 670	60%
Health	773	1%	37 464	15%	22 817	24%	3 997	9%	23 359	18%	27 000	25%	115 410	17%
Relief and social services	1 020	2%	10 907	4%	8 967	9%	1 664	4%	5 618	4%	5 942	6%	34 118	5%
Infrastructure	1 513	3%	3 977	2%	5 297	6%	854	2%	461	0%	1 018	1%	13 120	2%
Total	**50 124**	**100%**	**248 526**	**100%**	**95 457**	**100%**	**44 524**	**100%**	**134 519**	**100%**	**105 707**	**100%**	**678 857**	**100%**

Figure I
Expenditure by programme, General Fund unrestricted, 2013

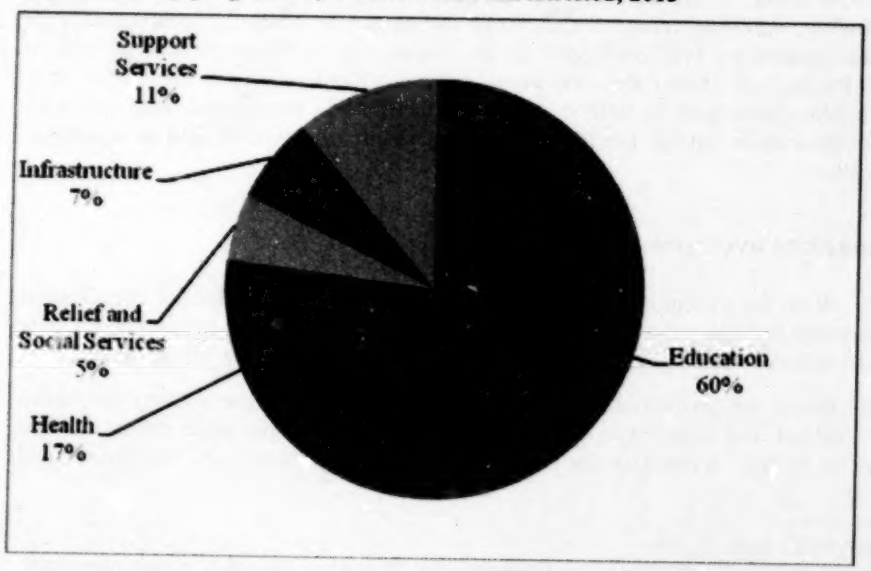
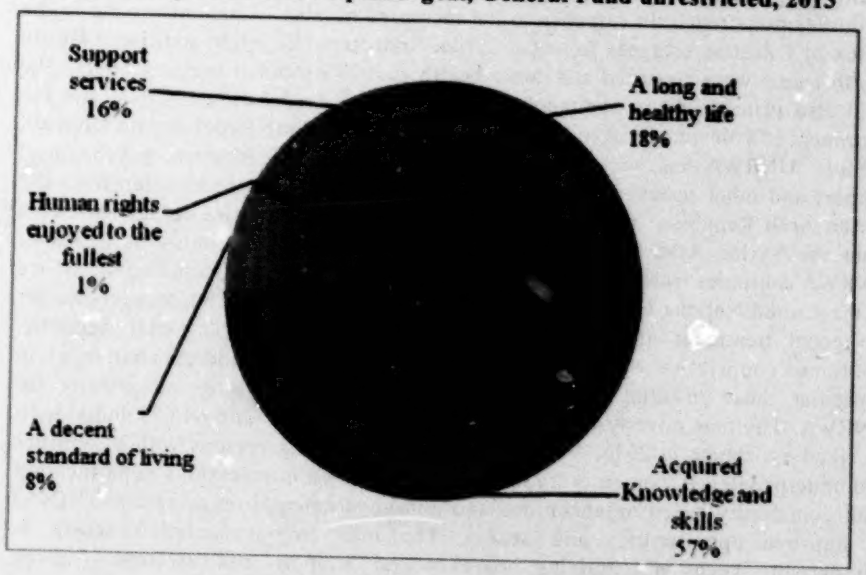


Table 2
General Fund actual expenditure by field of operation and human development goal, 2013
(Thousands of United States dollars)

Programme	*Headquarters*		*Gaza*		*Lebanon*		*Syrian Arab Republic*		*Jordan*		*West Bank*		*Total*	
A long and healthy life	1 650	3%	36 391	14%	27 652	29%	4 644	10%	23 359	17%	27 013	25%	120 709	18%
Acquired knowledge and skills	2 122	5%	170 784	69%	43 199	46%	31 317	70%	89 233	66%	52 123	49%	388 778	57%
A decent standard of living	1 661	3%	17 486	7%	12 446	13%	3 087	8%	10 716	8%	11 230	11%	56 626	8%
Human rights enjoyed to the fullest	132	0%	2 493	1%	383	0%	490	1%	989	1%	723	1%	5 210	1%
Support services	44 559	89%	21 372	9%	11 777	12%	4 986	11%	10 222	8%	14 618	14%	107 534	16%
Total	**50 124**	**100%**	**248 526**	**100%**	**95 457**	**100%**	**44 524**	**100%**	**134 519**	**100%**	**105 707**	**100%**	**678 857**	**100%**

Figure II
Expenditure by human development goal, General Fund unrestricted, 2013


Support services 16%
A long and healthy life 18%
Human rights enjoyed to the fullest 1%
A decent standard of living 8%
Acquired Knowledge and skills 57%

Chapter II
Field priorities

A. Jordan

70. During the reporting period, the reform of the social safety net programme in Jordan included moving from a status-based to a poverty-based approach, which aims to ensure improved targeting and impact of UNRWA services. The family health team approach, e-Health and an appointment system continue to be rolled out in UNRWA health centres. Half of the 24 health centres had applied the family health team approach, and 7 had shifted to the e-Health system by the end of the reporting period. The "leading for the future" training programme for head teachers and assistant head teachers and the "school-based teacher development" programme, were both started in 2013. In addition, the replacement of unsuitable rented premises for schools with purpose-built schools remains a priority. Plans were developed in 2013 to construct a building in Jabal Taj to replace five schools currently in rented facilities. Other priorities include enhancing job opportunities for youth and improving living conditions in camps.

B. Lebanon

71. During the reporting period, the Agency continued to implement reforms in its health programme in Lebanon; 22 of 27 health centres implemented the family health team approach. In response to the increased number of patients owing to the influx of Palestine refugees from the Syrian Arab Republic, eight additional family health teams were recruited and some health centres extended opening hours. The field also prioritized the continued implementation of education reforms, and the enrolment of Palestine refugee children from the Syrian Arab Republic into UNRWA schools. UNRWA has worked closely with UNICEF on education, psychosocial support and other interventions for vulnerable Palestine refugee children from the Syrian Arab Republic. As at 31 December 2013, 7,338 Palestine refugee students from the Syrian Arab Republic were enrolled in UNRWA schools in Lebanon. UNRWA continues working with other United Nations agencies, including the Office of the United Nations High Commissioner for Refugees (UNHCR), to advocate for the equal treatment of all refugees entering from the Syrian Arab Republic. Continued cooperation with other United Nations agencies, to address challenges, in particular those resulting from the Syrian conflict, is an ongoing priority for UNRWA. The new poverty-based approach was introduced, and 64,671 individuals received assistance in 2013. Vulnerable groups, including persons with disabilities and underprivileged women, were targeted with tailored interventions in partnership with community-based organizations and non-governmental organizations (NGOs) to improve opportunities and access. The interventions included access to microcredit, vocational training, psychosocial support and awareness-raising activities on topics such as health care, human rights and gender-based violence.

C. Syrian Arab Republic

72. The worsening armed conflict across the country, in particular within Rif Dimashq, Aleppo and Dar'a governorates, resulted in the displacement of an

estimated 270,000 Palestine refugees within the Syrian Arab Republic alone. In response, thanks to generous donor support of humanitarian appeals, UNRWA significantly expanded its humanitarian assistance, prioritizing cash, health care, shelter and food assistance. Armed conflict continued to affect UNRWA services in refugee communities throughout the country, adversely affecting school enrolment, humanitarian access, health services and microfinance lending. However, the Agency was able to maintain and adapt operations in most areas to better respond to increasing and evolving needs. Wherever possible, the Agency strove to maintain social and infrastructural development projects, microfinance and support for youth through career counselling and technical and vocational education.

D. West Bank

73. The family health team approach was implemented in 16 health centres and the family and child protection programme, and the gender-based violence referral system was functioning in 18 locations as at 31 December 2013. The education programme provided basic education to 51,707 children in 99 UNRWA schools during the 2012/13 school year. The newly developed teacher toolkit of the human rights conflict resolution and tolerance education programme was introduced at 40 schools; 6,270 students benefited from dyslexia-related services and the remedial education programme targeted an average of 12,000 students per month in Arabic and mathematics. UNRWA also undertook efforts to reform its vocational training programme through the introduction of new courses and specializations and partnerships with private companies to provide technical support and establish apprenticeships. As part of the Agency-wide reform, furthered implementation of the social safety net programme aimed at providing more targeted assistance to abject poor refugees.

E. Gaza Strip

74. Throughout 2013, UNRWA staff conducted over 100,000 family visits as part of its poverty survey, and, as a result of the implementation of the poverty survey, overall food aid beneficiaries increased from 798,540 in January to 813,646 in December 2013. In light of this, a potential suspension or reduction of aid for funding reasons, particularly food aid, would seriously undermine the Agency's poverty policy and lead to popular unrest, as witnessed in April 2013, when the suspension of a small-scale cash assistance programme led to violent protests. UNRWA completed the construction of 30 new school buildings in Gaza during the reporting period, reducing the proportion of schools operating on double shift from 86 per cent in 2012 to 71 per cent. Class size was maintained at 38 students per classroom. Over 230,000 students attended 245 UNRWA schools. That represents a 30 per cent increase from 2000. UNRWA continued to teach a dedicated human rights curriculum in all schools grounded in the Universal Declaration of Human Rights and focusing on tolerance and conflict resolution; e-Health expanded from 6 to 11 health centres, and 16 out of UNRWA's 21 health centres applied the family health team approach. Both reform initiatives had a positive impact on doctor-patient contact time. UNRWA also maintained a network of psychosocial counsellors in its schools, relief and social services offices and health centres. Gender-based violence cases are identified and offered counselling and referral

through the UNRWA gender-based violence "one-stop centre" approach, which includes legal information, education on basic legal rights and referral to legal representation if required.[10] In 2013, UNRWA launched the initiative "Gaza Gateway" to strengthen recent graduates' employability and introduce new buyers to Gaza's information and communications technology industry, which is one of the few industries able to grow and export high value services in the context of the blockade. In 2013, among the priorities the Agency identified in Gaza are renewable energy solutions and sustainable access to potable water. In 2013 UNRWA initiated planning for use of solar power in its installations, the construction of desalination facilities and projects to recharge Gaza's aquifer. The Agency also plans to expand recycling to relieve pressure on landfills.

[10] In 2013, case managers addressed almost 1,200 cases of gender-based violence; 400 new cases were referred by health staff and 45 new cases by social workers. Of all cases, 750 were referred to legal counsellors and 32 cases were referred to external partners to address protection and legal matters.

Chapter III

Subprogramme review presented within the framework of the UNRWA human development goals

75. UNRWA continues to follow the framework set out in its medium-term strategy 2010-2015. The strategy provides direction for the Agency on the basis of 15 strategic objectives, each of which contributes to one or more of four human development goals: a long and healthy life; acquired knowledge and skills; a decent standard of living; and human rights enjoyed to the fullest. In 2013, the Agency field offices and headquarters departments worked towards biennium targets set out in field[11] and headquarters implementation plans that are based on the five-year strategic vision of the Agency and a refugee needs assessment conducted by each field office.

A. Goal 1

A long and healthy life

76. The Agency aims to deliver the human development goal of a long and healthy life through interventions by its health programme and the camp improvement and infrastructure programme, in collaboration with host countries and national and international partners where applicable.

77. The Agency delivers primary health care to Palestine refugees through its 138 health centres. Despite health gains, evidenced in significant reductions in maternal, neonatal, infant and child mortality, non-communicable diseases are an increasing health challenge. The increasing prevalence of sedentary lifestyles, smoking and obesity in an ageing refugee population contribute to an increasing disease burden, which is costly to treat and manage. In response to this challenge, UNRWA undertook health reforms, initiated in 2011, including the family health team approach and e-Health. The family health team encompasses a multidisciplinary group of health professionals working together to provide holistic and continuous patient/family-centred health care. By the end of 2013, a total of 63 UNRWA health clinics had implemented the family health team approach, and 55 had adopted e-Health. These reforms have improved patient and provider satisfaction, as well as streamlining the distribution of staff workload, decreasing waiting times and the average number of daily consultations per doctor, and increasing consultation times. Additionally, the holistic and patient/family-driven nature of the family health team approach assists health staff in effectively identifying and responding to cases of gender-based violence. Access to specialized hospital services is often curtailed for Palestine refugees because of political, geographical, status and/or financial reasons. The ongoing conflict and resulting displacement of Palestine refugees in the Syrian Arab Republic have created additional demands for the Agency's health programmes in the Syrian Arab Republic, Lebanon and Jordan. Of the 23 health centres in the Syrian Arab Republic, 9 were not fully operational during the year, and 5 new health centres were established.

[11] Unless otherwise stated, and with the exception of strategic objective 8, all results exclude the Syrian Arab Republic; see also the Syria Crisis Response Progress Report, available at www.unrwa.org.

78. During the reporting period, under its infrastructure and camp improvement programme, nearly 99 per cent of camp shelters were connected to a water network. Almost 88 per cent of refugee shelters are now using recognized connections to public sewerage networks, as compared to 93 per cent in 2012, when informal connections were also included.

Strategic objective 1
To ensure universal access to quality, comprehensive primary health care

		Measurement	
Expected accomplishment	*Indicator of achievement*	*Unit of measure*	*Percentage*
Universal access to quality, comprehensive primary health care	Decrease in the antibiotic prescription rate	Baseline (2012)	25.
		Target (2013)	25.0
		Actual (2013)	24.6

Strategic objective 2
To protect and promote family health

		Measurement	
Expected accomplishment	*Indicator of achievement*	*Unit of measure*	*Percentage*
Sustained protection and promotion of family health	Infant mortality rate in line with host countries	Baseline (2011)	23.0
		Target (2013)	22.0
		Actual (2013)	22.0

Strategic objective 3
To prevent and control diseases

		Measurement	
Expected accomplishment	*Indicators of achievement*	*Unit of measure*	*Percentage*
Improved alignment of communicable disease prevalence with host authorities	(i) Immunization coverage rate against vaccine-preventable diseases maintained	Baseline (2012)	99.5
		Target (2013)	99.1
		Actual (2013)	99.3
	(ii) Percentage of shelters connected to the public water network maintained	Baseline (2012)	99.9
		Target (2013)	100.0
		Actual (2013)	99.9
	(iii) Increase in the percentage of shelters connected to the public sewerage network	Baseline (2012)	93.0
		Target (2013)	94.0
		Actual (2013)	87.0[a]

[a] Figure only includes formal connections.

Outputs

- Provision of 8.7 million outpatient medical consultations to Palestine refugees, of which 167,000 were consultations with specialists for the treatment of acute and chronic diseases
- Over 650,000 health consultations provided in Syria despite ongoing conflict and insecurity

- 66,066 patients were subsidized for hospitalization for secondary or tertiary health care
- Antenatal, post-natal and family planning services, including screening for anaemia and provision of iron and vitamin supplements was provided to approximately 252,000 clients
- Screening for hypertension and diabetes mellitus for those 40 years of age carried out at UNRWA health centres. Care provided to over 164,000 patients suffering from non-communicable diseases
- Infant and child health care provided to more than 154,000 children, including age-appropriate immunization for all registered children below two years of age
- Rehabilitation or replacement of most defective parts of the water supply, sewerage and drainage systems and construction of new networks in priority areas, based on a situation analysis of adequacy of the systems in place
- 13 health centres were designed, five construction and extension designs were reviewed and the construction of a health centre in Lebanon was completed
- 8 operational research studies were conducted in quality management and health services delivery, in collaboration with academic institutions of global health repute and standing

B. Goal 2

Acquired knowledge and skills

79. UNRWA operates 659 elementary and preparatory schools across its five fields of operation, as well as eight secondary schools in Lebanon, providing free basic education for approximately half a million Palestine refugee children. Literacy rates among Palestine refugees compare well with regional and global levels, and there has been gender equity in enrolment since the 1960s. In order to ensure that UNRWA continues to provide quality education, a reform strategy was launched in October 2011. The strategy seeks to transform classroom practices towards enhanced student learning outcomes. Reforms have addressed policy and operations in eight key areas: teacher development and school empowerment; curriculum and student assessment; inclusive education; technical and vocational education and training and youth; administration and governance; strategic planning; research and development; and partnerships, communication and information technology. Key achievements during the reporting period included improvements in planning and reporting, the final endorsement of policies on teacher training, career progression, inclusive education and human rights education. The latter two were grounded in the Convention on the Rights of Persons with Disabilities and the World Programme for Human Rights Education, respectively. Programmes and toolkits related to professional development and human rights were disseminated and implemented. Progress was made on the implementation of the UNRWA curriculum framework, which will guide field offices and schools in evaluating the curriculum to ensure alignment with United Nations values and principles and the development of core competences, and on a tool to identify and support children with diverse needs.

Strategic objective 4
To ensure universal access to and coverage of basic education

		Measurement	
Expected accomplishment	*Indicators of achievement*	*Unit of measure*	*Ratio*
Universal access and coverage of basic education	(i) Dropout rate for elementary schools[a]		
	Male	Baseline (2012)	2.64
		Target (2013)	2.16
		Actual (2013)	3.48
	Female	Baseline (2012)	1.70
		Target (2013)	1.16
		Actual (2013)	1.24
	(ii) Dropout rate for preparatory schools[a]		
	Male	Baseline (2012)	6.09
		Target (2013)	6.30
		Actual (2013)	6.44
	Female	Baseline (2012)	4.38
		Target (2013)	4.65
		Actual (2013)	3.30

[a] Cumulative dropout adjusted without Syrian Arab Republic field.

Strategic objective 5
To enhance educational quality and outcomes against set standards

		Measurement	
Expected accomplishment	*Indicator of achievement*	*Unit of measure*	*Percentage*
Improved monitoring of quality of education delivery	Percentage change in the mean score obtained by students on the monitoring learning achievement test, by gender	Baseline (2010)[a]	–
		Target (2013)	2.8
		Actual (2013)	3.0

[a] Baseline year set to 0.

Strategic objective 6
To improve access to educational opportunities for learners with special educational needs

		Measurement	
Expected accomplishment	*Indicator of achievement*	*Unit of measure*	*Percentage*
Improved assessment, referral and mainstreaming of special educational needs students	Proportion of identified special educational needs students receiving support	Baseline (2012)	3.07
		Target (2013)	3.00
		Actual (2013)	3.60

Outputs

- Provided general education to approximately 491,641 eligible Palestine refugee children in approximately 659 UNRWA elementary and preparatory schools (and secondary education in Lebanon)
- Developed and implemented teacher policies and professional development strategies for the teaching workforce of over 13,000 teachers to improve the quality of teaching and learning
- Established a policy framework and diagnostic tools to identify and support children with special needs and those at risk of dropping out
- Undertook 2 qualitative and quantitative research studies to identify and address the key factors impacting quality education
- A total of 10 schools were designed and/or reviewed for new construction and extensions. The design of the first green school of the Agency, the Kuwait City School in Gaza, was also completed

C. Goal 3

A decent standard of living

80. During the reporting period, UNRWA continued to deliver a social safety net comprised of food, cash and specialized services to almost 300,000 Palestine refugees. The relief and social services programme preserved and updated 5,030,049 refugees' records through the refugee registration information system, as well as developing a module within the system to support the Agency's response to the Syrian crisis in the Syrian Arab Republic, Lebanon and Jordan. This enables staff to keep track of Palestine refugees who have moved between UNRWA fields of operations, to verify eligibility and receipt of assistance, significantly improving workflow and the quality of data on refugees affected by the crisis. Reforms were implemented that allowed all five fields to use an accurate and uniform targeting system to select beneficiaries, assuring that the most vulnerable are identified for services. Support continued to be provided to UNRWA fields of operations to rationalize emergency and traditional assistance packages, to improve and tailor targeting systems, support emergency responses and gender-based violence referral, and to emphasize and mainstream gender themes.

81. The UNRWA education programme also contributes to UNRWA human development goal 3 by increasing employability through its technical and vocational training programme. In coordination with all fields, indicators were assessed and reformulated to better measure the relevance, the efficiency and the effectiveness of the UNRWA technical and vocational training programme.

82. UNRWA constructed or rehabilitated the shelters for families living in structurally unsound, unsafe and unhygienic conditions; 1,008 shelters were rehabilitated. Additionally, in the Gaza Strip, under emergency interventions, 9,323 shelters were repaired and/or reconstructed after destruction since 2004. In Naher el-Bared, Lebanon, 737 families were accommodated in the reconstructed shelters during the reporting period. However, the shortage of funding meant that the total remained a small proportion of the over 5,000 shelters estimated to be in need of rehabilitation across all five fields of operation. The programme also included

continuing efforts to improve facilities for Palestine refugees, and during the reporting period UNRWA designed, constructed, rehabilitated or extended health clinics, schools and distribution and training centres across the fields of operation.

Strategic objective 7
To reduce abject poverty

		Measurement	
Expected accomplishment	*Indicator of achievement*	*Unit of measure*	*Percentage*
			All fields of operation
Increased ability of abject poor individuals to meet their basic food needs	Increased percentage of abject poor among beneficiaries of the UNRWA social safety net	Baseline (2012)	61
		Target (2013)	56
		Actual (2013)	56

Outputs

- An average of 285,199 individuals received quarterly food aid and cash subsidy
- UNRWA continues to implement the proxy means test formula to identify Palestine refugees most in need of assistance. Additionally, the Jordan field of operations focused its efforts on assisting 9,000 Palestine refugees who were unable to meet their most basic food needs (abject poor)

Strategic objective 8
To mitigate the immediate effects of emergencies on individuals

		Measurement	
Expected accomplishment	*Indicator of achievement*	*Unit of measure*	*Number*
Reduce impact of family financial crisis	Number of Palestine refugees provided with cash and/or food assistance	Baseline (2012)	798 499
		Target (2013)	667 500
		Actual (2013)	1 323 626

Strategic objective 9
To provide inclusive financial services and access to credit

		Measurement	
Expected accomplishment	*Indicators of achievement*	*Unit of measure*	*Number (in millions of United States dollars)*
Increased provision of financial services	(i) Number of loans disbursed	Baseline (2012)	32 892
		Target (2013)	48 065
		Actual (2013)	26 539
	(ii) Values of loans disbursed	Baseline (2012)	36.43
		Target (2013)	60.98
		Actual (2013)	30.55

Outputs

- The microfinance programme financed 26,539 loans valued at $30.55 million in 2013, with 13,030 loans valued at $18.403 million financed in Palestine, 10,117 loans worth $11.23 million financed in Jordan and just 3,392 loans worth $0.91 million disbursed in the Syrian Arab Republic
- Overall annual outreach to clients declined by 19 per cent, while the value of the portfolio decreased by 16 per cent. This decline was largely a result of the conflict in the Syrian Arab Republic, where outreach declined by 57 per cent. There was also a lesser decline in outreach in the West Bank and Jordan, where outreach fell 14 per cent and 4 per cent, respectively. There was a small improvement in outreach in the Gaza Strip of 1.5 per cent
- 16,022 loans were provided to enterprises valued at $19.08 million through the programme's microenterprise credit, microenterprise credit plus, small-scale enterprise, solidarity group lending, women's household credit and youth start-up loan products
- 10,517 consumer and housing loans valued at $11.46 million were provided to support education and health, to build household assets and to enable families to improve their housing through loans for repair, maintenance and construction
- Palestine refugees accounted for 44 per cent of all clients, while informal enterprises accounted for 92 per cent of all enterprises financed
- Loans to women represented 37 per cent of portfolio outreach, and young clients between 18 and 30 years of age accounted for 31 per cent of all borrowers
- While the programme remained completely self-reliant and operationally self-sufficient in Palestine and Jordan, it struggled to remain self-reliant in the Syrian Arab Republic and made a loss of $161,927, despite donor subventions of $97,542 during the period
- The 2013 targets were not achieved because of intensifying economic crisis and insecurity in the Syrian Arab Republic, slowdown of outreach in the West Bank and constraints regarding the ability of the Agency to engage with the legal system in Gaza. This resulted in the number of loans falling by 6,353 and the value being reduced by $5.88 million between 2012 and 2013

Strategic objective 10
To improve employability

		Measurement	
Expected accomplishment	*Indicators of achievement*	*Unit of measure*	*Percentage*
Improved market responsiveness of educational science facilities/ vocational training centres	(i) Male employment rates for graduates within 12 months of graduation	Baseline (2012)	84.1
		Target (2013)	80.0
		Actual (2013)	83.0
	(ii) Female employment rates for graduates within 12 months of graduation	Baseline (2012)	72.7
		Target (2013)	77.0
		Actual (2013)	76.0

Outputs

- Completion of the technical and vocational training assessment, which was conducted during 2011-2013 with all the fields of operation
- Developed the new technical and vocational training strategy under the programme "Enhancement of UNRWA TVET and PCG [Placement and Career Guidance] Systems"
- Provided training in technical and vocational skills to almost 7,000 students, of whom 40 per cent are women

Strategic objective 11
To improve the urban environment through sustainable camp development and upgrading of substandard infrastructure and accommodations

Expected accomplishment	*Indicator of achievement*	*Measurement*	
		Unit of measure	*Number*
Sustained camp development and upgraded substandard infrastructure and accommodation	Increase in the number of refugee families living in substandard shelters which have improved living conditions (excluding emergency shelters in the Gaza Strip)	Baseline (2012)	324
		Target (2013)	2 250
		Actual (2013)	1 044

Outputs

- Urban Camp Profile Project, documenting and consolidating comprehensive information of more than 500 quantitative and qualitative data sets (for example, analytical static maps, descriptive texts, graphs, dynamic maps using Geographic Information Systems, descriptive numbers, etc.) regarding Palestine refugee camps in Lebanon, Jordan, Gaza and the West Bank was finalized
- Development work on two data management systems (the Shelter Data Management System and the Facility Data Management System) was initiated and finalized; they are now ready for deployment

D. Goal 4

Human rights enjoyed to the fullest

83. Just and equitable human development and effective humanitarian action require respect for human rights. The achievement of the Agency's first three human development goals, therefore, relies on the fourth: ensuring that human rights are enjoyed to the fullest. The role of the Agency in protection is an integral part of its mandate to meet Palestine refugee needs in education, health, relief and social services, microfinance and adequate living conditions, including shelter, as well as the rights set down in international legal instruments, and is pursued in cooperation with national authorities, other United Nations agencies, United Nations human rights mechanisms and non-governmental organizations.

84. UNRWA protection work has internal and external dimensions. Internally, UNRWA promotes protection through programming and service delivery. Externally,

it engages in the monitoring and reporting of Palestine refugee conditions and undertakes appropriate interventions. The Commissioner-General highlights the need for a just and durable solution to the conflict, which respects the right of the Palestine refugees.

85. The provision of essential services by UNRWA, and ensuring access under different circumstances, including conflict, is integral to the enjoyment of rights of the Palestine refugees. Direct and indirect engagement with other actors helps to create and consolidate an environment and practices in which rights are respected. Those rights include economic and social rights associated with the UNRWA core areas of service delivery, such as education, as well as civil and political rights, such as the right to life. In addition, as a major provider of public services, UNRWA seeks to ensure that the manner in which it provides them ensures respect for the rights, dignity and safety of its beneficiaries. It does this by, for example, mainstreaming minimum protection standards in all programmes across all fields of operation, acting to eliminate violence in schools, taking steps to prevent gender-based violence and abuse of children and promoting knowledge of individual rights through long-term human rights and tolerance programming in its schools. Monitoring and reporting mechanisms help in the effective implementation of protection activities.

Strategic objective 12
To ensure service delivery meets the protection needs of beneficiaries, including vulnerable groups

		Measurement[a]	
Expected accomplishment	*Indicators of achievement*	*Unit of measure*	*Percentage*
Improved conformity of service delivery to international standards, particularly protection standards	(i) Degree of compliance with protection standards	Baseline (2012)	47.3
		Target (2013)	50.0
		Actual (2013)	46.6
	(ii) The percentage of education staff who successfully complete the human rights, conflict resolution and tolerance training programme	Baseline (2012)	0.0
		Target (2013)	20.0
		Actual (2013)	9.5

[a] Gaza field office not included.

Strategic objective 13
To safeguard and advance the rights of Palestine refugees by promoting respect for human rights, international humanitarian law and international refugee law

		Measurement[a]	
Expected accomplishment	*Indicator of achievement*	*Unit of measure*	*Percentage*
Improved programmes and policies regarding protection	Percentage of protection issues eliciting positive responses from authorities	Baseline (2012)	33.0
		Target (2013)	35.0
		Actual (2013)	66.6

[a] Gaza field office not included.

Outputs

- UNRWA developed a multisectoral approach to address gender-based violence, and in all fields of operation referral systems were developed to increase survivors' access to services
- 715 staff received basic training; 561 received in-depth training; and 586 received specialized training with the number of survivors detected approximately 2,360
- UNRWA provided input regarding Palestine refugees to 13 United Nations reports that address human rights based on the Agency framework for engaging with the international human rights system

Strategic objective 14
To strengthen refugee capacity to formulate and implement sustainable social services in their communities

		Measurement	
Expected accomplishment	*Indicator of achievement*	*Unit of measure*	*Percentage*
Refugee capacity to formulate and implement sustainable social services in their communities	Percentage of community-based organizations improving their level of performance in financial management, service delivery and governance	Baseline (2012)	76.4
		Target (2013)	71.0
		Actual (2013)	80.0

Output

- 62 community-based organizations in Gaza, Jordan, Lebanon and the West Bank received training on governance and financial management, in line with their organizational development priorities

Strategic objective 15
To ensure Palestine refugee registration and eligibility for UNRWA services are carried out in accordance with relevant international standards

		Measurement	
Expected accomplishment	*Indicator of achievement*	*Unit of measure*	*Percentage*
Improved access to registration	Percentage of new applicants meeting UNRWA standards	Baseline (2012)	99
		Target (2013)	99
		Actual (2013)	99

Output

- Implementation of the refugee registration information system has facilitated staffs' application of the UNRWA Consolidated Eligibility and Registration Instructions and significantly improved HQ's ability to monitor transactions

Endnote

86. The United Nations Relief and Works Agency for Palestine Refugees in the Near East was established pursuant to General Assembly resolution 302 (IV) of

December 1949. The Agency is a subsidiary body of the Assembly and became operational on 1 May 1950, responding to the needs of about 750,000 Palestine refugees. It is one of the largest United Nations programmes, with a population of 5,030,049 registered Palestine refugees under its mandate as at the end of 2013, and around 30,000 staff. Palestine refugees are defined as "persons whose normal place of residence was Palestine during the period of 1 June 1946 to 15 May 1948, and who lost both home and means of livelihood as a result of the 1948 conflict" and include descendants through the male line.

87. The mission of the Agency is to assist Palestine refugees in achieving their full potential in human development until a durable and just solution is found to the refugee issue. The Agency fulfils its humanitarian and human development mandate by providing protection and essential services to Palestine refugees in the Gaza Strip, the West Bank, Jordan, Lebanon and the Syrian Arab Republic. Its services include basic (and in Lebanon, secondary) education, comprehensive primary health care, emergency relief, social interventions, microfinance, shelter and infrastructural support.

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